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First Annual Report

OF THE

Commission of Immigration and Housing

OF

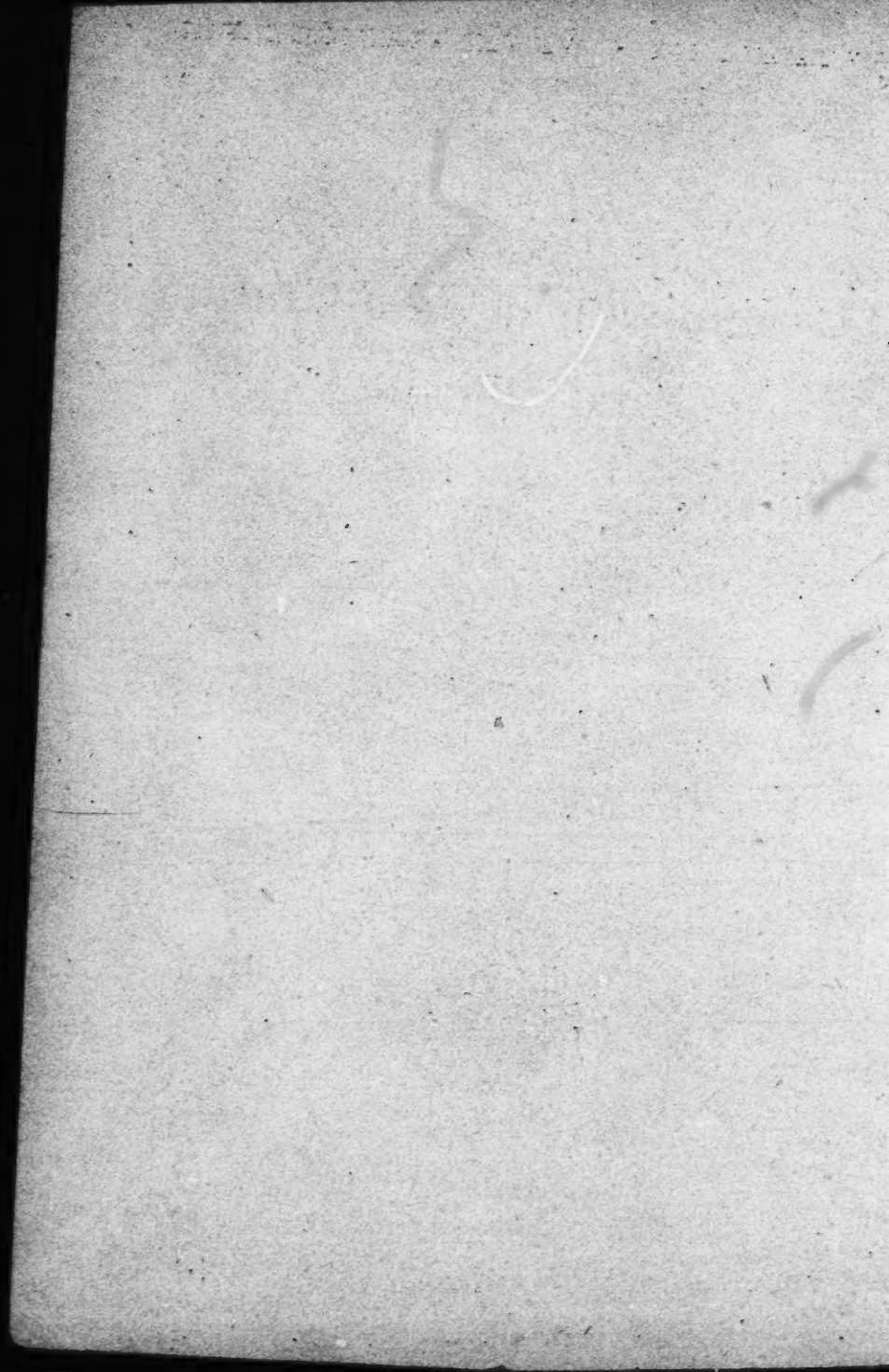
California

January 2, 1915 *BH*

Office of the Commission
Underwood Building, San Francisco



CALIFORNIA
STATE PRINTING OFFICE
1915



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OF THE
Commission of Immigration
and Housing
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PERSONNEL OF THE COMMISSION.

COMMISSIONERS.

SIMON J. LUBIN, *President*.....SACRAMENTO
RT. REV. E. J. HANNA, D. D., *Vice president*.....SAN FRANCISCO
MRS. FRANK A. GIBSON.....LOS ANGELES
PAUL SCHARRENBURG, *Secretary*.....SAN FRANCISCO
GEORGE L. BELL, *Attorney and Executive Officer.*

OFFICES OF THE COMMISSION.

PRINCIPAL OFFICE

Underwood Building, 525 Market Street, San Francisco.

BRANCH OFFICES

Wilcox Building, Second and Spring Streets, Los Angeles.

825 Second Street, Sacramento.

232 Columbus Avenue, San Francisco.

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OFFICE OF THE COMMISSION OF IMMIGRATION AND HOUSING
OF CALIFORNIA,

UNDERWOOD BUILDING,

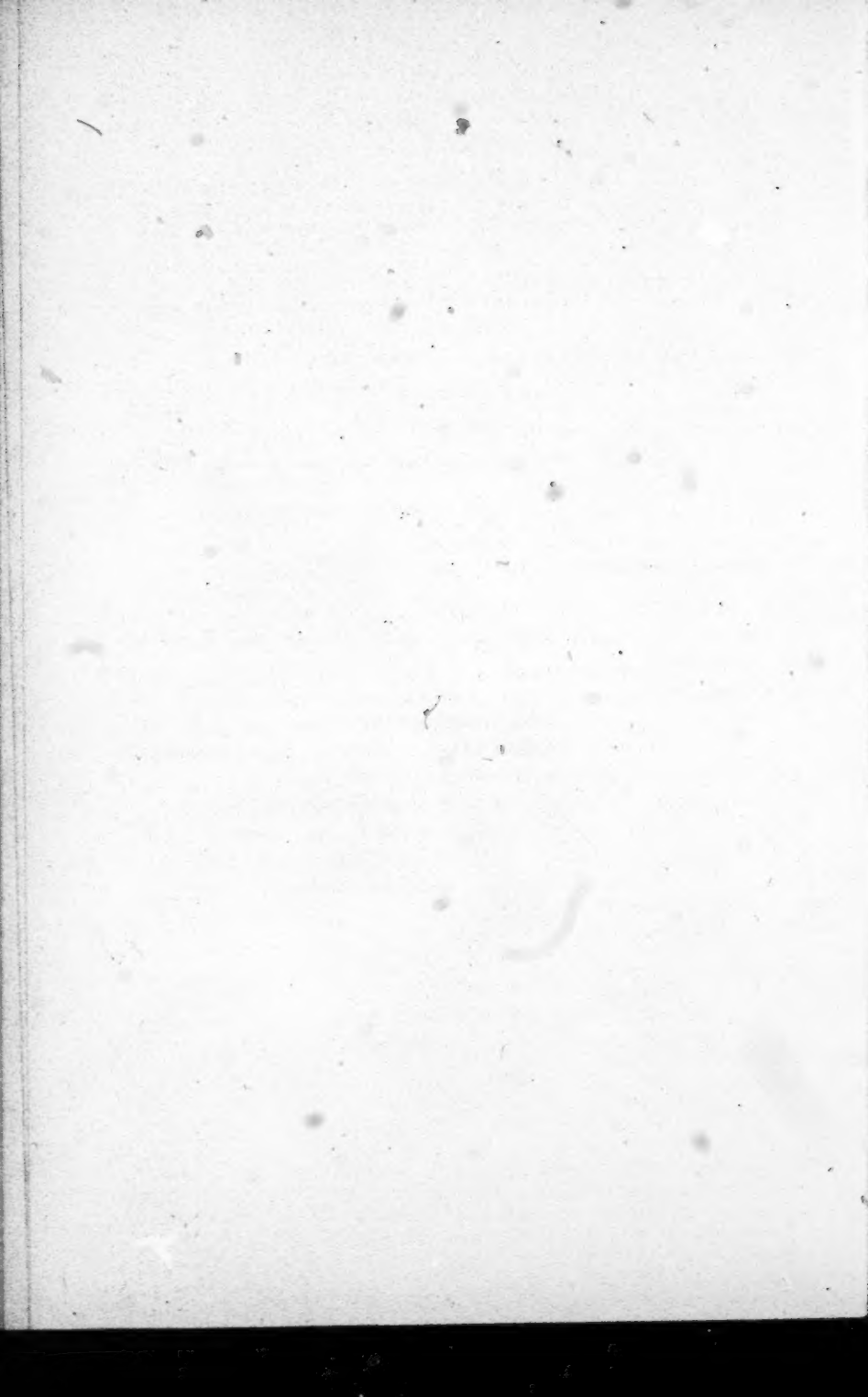
SAN FRANCISCO, January 2, 1915.

To his Excellency, HIRAM W. JOHNSON,
Governor of California.

SIR: In compliance with section 13 of the act creating this Commission, we have the honor to submit herewith the First Annual Report of this Commission.

Respectfully yours,

SIMON J. LUBIN, President,
EDWARD J. HANNA, Vice-President,
MARY S. GIBSON,
PAUL SCHARRENBURG, Secretary.
Commissioners.



INTRODUCTION.

The Commission of Immigration and Housing of California was created by an act of the legislature in 1913. The act creating the Commission calls for an annual report to the Governor on the second day of January, but the organization was not perfected until October 3, 1913, and offices were not opened until December 15, 1913, therefore no report was made on January 2, 1914, it being deemed best to defer a report until actual accomplishments could be recorded.

The Commission was created to benefit the state primarily by expediting the distribution and assimilation of immigrants. It was the intent of the legislature that these results be accomplished by protecting immigrants from exploitation in the early stages, by guiding and aiding them in adaptation to American standards of living, and by encouraging their education in the English language, and, particularly, in the duties of citizenship. In addition to this direct aid to immigrants the Commission was authorized to investigate and study the housing conditions in the state. The immigrant population is usually congested in tenements and the poorer quarters of our cities, therefore the problem of immigrant assimilation is so closely related to the problems of housing and sanitation that the legislature gave to the Commission certain supervisory powers of housing inspection. A broad field of activities was prescribed, but the following extracts from the creating act outline the principal powers and duties:

Section 1. Within thirty days after this act shall go into effect, the governor of the state shall appoint five suitable persons to act as commissioners of immigration and housing. Said commissioners shall hold office and serve solely at the pleasure of the governor and not otherwise.

Section 2. Said commissioners shall serve without compensation, but shall be entitled to receive from the state their actual necessary expenses while traveling on the business of the commission, either within or without the State of California.

Section 5. The commission of immigration and housing shall have the power to make full inquiry, examination and investigation into the condition, welfare and industrial opportunities of all immigrants arriving and being within the state. The commission shall also have power to collect information with respect to the need and demand for labor by the several agricultural, industrial and other productive activities, including public works, within the state; to gather information with respect to the supply of labor afforded by such immigrants as they shall from time to time arrive or be within the state; to ascertain the occupations for which such immigrants shall be best adapted, and to bring about intercommunication between them and the several activi-

ties requiring labor which will best promote their respective needs; to investigate and determine the genuineness of any application for labor that may be received and the treatment accorded to those for whom employment shall be secured; to cooperate with the state employment bureaus, municipal employment bureaus, and with private employment agencies within the state, and also with the employment and immigration bureaus conducted under the authority of the federal government or by the government of any other state, and with public and philanthropic agencies designed to aid in the distribution and employment of immigrants; and to devise and carry out such other suitable methods as will tend to prevent or relieve congestion and obviate unemployment.

Section 6. The commission shall cooperate with the proper authorities and organizations, federal, state, county, municipal and private, with the object in view of bringing to the immigrant the best opportunities for acquiring education and citizenship. The commission shall further cooperate with the superintendent of public instruction and with the several boards of education in the state to ascertain the necessity for and the extent to which instruction should be imparted to immigrants within the state and to devise methods for the proper instruction of adult and minor aliens in the English language and other subjects; and in respect to the duties and rights of citizenship and the fundamental principles of the American system of government; and shall cooperate with the proper authorities and with private agencies to put into operation practical devices for training for citizenship and for encouraging naturalization. It shall be the aim to communicate this instruction to the immigrant as soon after his arrival as is practicable. The commission shall cooperate with the proper authorities to extend this education for both children and adults to labor camps and other localities from which the regular schools are not easily accessible. The commission in cooperation with the proper authorities and organizations shall encourage the establishment of playgrounds and other recreational activities, and also the establishment of settlements and social centers in cities and towns.

Section 7. With the object in view of rendering to the immigrant that protection to which they are entitled, the commission of immigration and housing may inspect all labor camps within the state, and may inspect all employment and contract agencies dealing with immigrants or who secure or negotiate contracts for their employment within the state; may investigate the banking relations that exist between immigrants and laborers; may investigate and inspect institutions established for the temporary shelter and care of immigrants and such philanthropic societies as shall be organized for the purpose of securing employment for or aiding in the distribution of immigrants, and the methods by which they are conducted; and shall investigate housing conditions under which immigrants live, and sanitary and safety conditions under which immigrants are employed; it shall further investigate conditions prevailing at the various places where immigrants are landed within the state and at the several docks, ferries, railway stations, and on trains and boats therein, and shall investigate any and all complaints with respect to frauds, extortion, incompetency and improper practices by notaries public and other public officials; it shall further investigate the relations existing between immigrants and steamship and rail-

way ticket agents, hotel runners, cab men, baggage men, interpreters and pawnbrokers; it shall further investigate the dealings carried on between immigrants and real estate firms or corporations; and as the result of any of the above inspections or investigations, if it should find evidences of fraud, crime, extortion, incompetency, improper practices or exploitation, it shall be the duty of the commission of immigration and housing to present to the proper authorities the evidences for action thereon, and shall bring to bear all the authority within its power to see that justice is rendered. The commission shall also encourage the establishment of legal aid societies.

Section 8. With the further object in view of bringing to the immigrant the best protection the state can afford, it shall be the duty of the commission to call to the attention of the proper authorities any violations it may discover of the laws pertaining to the payment of wages, to the mode of paying, pertaining to the child labor laws, the employment of women, factory inspection laws, weekly day of rest laws, protection of labor under building laws, protection of labor under public works laws, laws relating to the white slave traffic, and laws of the state and county and municipal health departments; the tenement house laws, and other laws pertaining to housing conditions. The commission shall investigate and study the general economic, housing and social conditions of immigrants within the state, for the purpose of inducing remedial action by the various agencies of the state possessing requisite jurisdiction; and shall generally, in conjunction with existing public and private agencies, consider and devise means to promote the welfare of the state. The members of the commission of immigration and housing or any of their authorized agents shall have the right to enter into tenement houses, buildings and dwelling places for the purpose of inspecting such houses, buildings, and dwelling places to secure compliance with state tenement and building acts and municipal ordinances and to prevent violation thereof, and shall have the right to examine the records of the various city departments charged with the enforcement of the tenement house law and other building regulations and to secure from them reports and copies of their records at any time.

Section 9. For the purpose of carrying out fully the intent and spirit of this act, the said commission shall have full power and authority to gather any and all such evidence as it may deem proper and necessary in order to present the same to the proper authorities for the purpose of instituting prosecutions against any and all persons, firms or corporations found violating any of the laws of any municipality, county or of the state or of the federal government, concerning any of the matters in this act referred to.

Owing to the fact that the two problems of immigrant assimilation and housing had never been investigated or carefully analyzed in the state, much of the first work of the Commission has necessarily been of a pioneer or preliminary nature—discovering and standardizing the concrete problems, and devising methods for dealing with them. However, several departments of work have been definitely organized and results have been obtained which have not only justified the creation

of the Commission but have also brought much credit to the state. The legislature specifically directs the Commission to cooperate with others in its work, and, in submitting this report of its achievements, the Commission desires to acknowledge its gratitude to the many federal, state, county and city officials, and private organizations and individuals who have cooperated in the work and made achievements possible.

It has been found that while the work of the Commission is limited to those things connected with immigrants and housing, this work reacts upon and influences the whole life of the poor and the working population. The poor native born is open to the very evils from which the immigrants suffer; particularly is this true of bad housing conditions. Therefore, the work of the Commission is only nominally restricted to the alien population. If fully carried out the act creating the Commission becomes an act for the general social betterment of the state as a whole.

In a separate and supplementary volume is embodied the report of the Commission on the unemployment problem. In the following pages an account of the general work is rendered, and also an endeavor is made to point out that the trail is but blazed in many places and that in order to make this work of lasting benefit to the state it must be continued consistently and persistently.

I. PRELIMINARY SURVEYS.

When the offices of the Commission were opened in San Francisco on December 15, 1913, in addition to an executive officer, a housing expert and several special investigators were employed to make preliminary surveys in the various fields of work in order that the Commission might find the proportionate size of its different tasks, and place the emphasis accordingly. A mere summary of these findings is given here, as they are too long and too detailed to be of value in such a report. The full reports are on the public files of the Commission.

A. THE TENEMENT HOUSE PROBLEM IN SAN FRANCISCO.

It was discovered that there are approximately 5,000 buildings in San Francisco which come within the legal definition of a tenement house, yet the city had no tenement house inspectors. The state tenement house act was being perfunctorily enforced only in regard to the construction of buildings; nothing was being done with reference to the maintenance and to health provisions, except when conditions became so bad in particular cases as to cause complaints from citizens; nor had any effort been made to compel owners of existing tenements to conform to the part of the act applicable to old buildings. No data was to be found, outside the fragmentary records of private organizations, which would show whether or not there existed housing congestion or conditions dangerous to the public health and morals. The initial and brief survey of the Commission disclosed enough of evil living conditions and violations of the state and municipal laws to stamp the housing problem as dangerous and demanding immediate attention. The expected growth of the city during the exposition year, and the probable ultimate influx of immigrants through the Panama Canal make this situation even more significant and serious.

B. THE LODGING HOUSE AND CHEAP HOTEL PROBLEM IN SAN FRANCISCO.

These habitations in San Francisco at the time of the survey housed between 35,000 and 40,000 men, yet no regular sanitary inspectors were provided by the city to watch over this notorious menace to health. A certain percentage of these houses was clean; many were carelessly managed and insanitary; and a large number were foul, full of disease infection and vermin, without ventilation and often devoid of ordinary accommodations. The patrons of these places move from lodging to

lodging, carrying infection. It is imperative, therefore, that rigid hygienic standards for these places be created, and that there be established a system of licensing and inspection to insure compliance.

C. THE NATURALIZATION OF ALIENS IN CALIFORNIA.

This investigation showed great neglect in California of the opportunity to acquire citizenship, and little appreciation of its true value when acquired. First papers were often taken out simply to secure a job or to save a fee. In April, 1913, it was rumored that Congress would force all foreigners fishing in Alaskan waters to pay a license. During that month 1,300 declarations of intention to acquire citizenship were made in San Francisco. This is 1,000 above the normal. The rumor proved false and the declarations in May dropped to 300. Many applicants for papers want city jobs, positions in the police force, hunting licenses, or protection while on visits to their native country, and have no realization of the meaning or of the duties of citizenship.

The blame for this situation rests not so much on the aliens as on the state, for, while a few political and fraternal clubs and certain evening schools maintain naturalization classes, most of the instruction in citizenship comes from private and doubtful sources. Certain alleged "lawyers" seem to have no other business than that of taking up cases of enterprising immigrants seeking citizenship. One Italian, himself barely literate, operated a private class for immigrants, charging a tuition fee of \$25 and gave a guarantee that citizenship would be obtained. The survey proved that California continues the same careless methods of citizen making, which obtain in most of the big immigrant centers in the East.

D. THE EDUCATION OF THE IMMIGRANT.

The last census shows that 50,292 foreign born whites in California were unable to read or to write. This is 10 per cent of the total foreign born white population. This percentage of illiteracy ran up as high as 20 per cent in Contra Costa County, 31 per cent in Kings County, and 36 per cent in Imperial County. It was also shown that among the male white immigrants of voting age, 28,921 were illiterate, and a census of the females of this class (who are now potential voters) would probably show a larger percentage, owing to the fact that the women have less opportunity to acquire knowledge. Of the foreign born white children in California between 6 and 14 years of age, 3,052 or 18 per cent were not attending school.

These last figures point to the great need of efficient truancy supervision. The Commission is therefore making arrangements to send to local school authorities the names and the addresses of newly arrived immigrant children of school age. The survey also revealed the need

of special instruction in English for foreign children who are otherwise advanced in their studies. The large number of illiterate alien adults points to the need of the creation by the state of a thorough-going program for the education of the adult immigrant. It was found that the City of Los Angeles is making a commendable effort to teach the adult immigrant English and civics. In San Francisco no special work was undertaken except by private organizations. One association conducted, in 1913-1914, twenty-two classes for immigrants with a total attendance of 1,069. This shows the need of such instruction.

E. THE IMMIGRANT AND THE ADMINISTRATION OF LAW.

The methods of the police and the superior courts of San Francisco, the methods also of the prosecuting authorities in the conduct of immigrant cases, were investigated. It was found that while there is a fairly adequate staff of interpreters, they are not under civil service and this allows a wide opportunity for fraudulent practices. There is no sympathetic hearing of the complaints of immigrants who have been defrauded or made the victims of criminals. Little patience with aliens, who of necessity know nothing of American laws, city ordinances or legal traditions, is shown in the courts. Like the Chinese and Japanese, some nationalities have societies which are in the nature of legal aid societies, but the newer immigrant races suffer from all the handicaps of counsel appointed in a hasty and perfunctory manner by the judge. It is well known that many of these appointed counsel are selected from the court hangers-on and "shysters." This, in addition to the difficulty which friendless foreigners have in obtaining bail, causes needless misery.

F. THE IMMIGRANT AND TRANSPORTATION.

Immigrants destined for the west and California are in trouble from the moment they land from Ellis Island, as is shown in the reports of the Bureau of Immigration of the State of New York. They are exploited in going from the boat to the train by baggage men, taxicab drivers, fake land agents and "confidence" men. Furthermore, they do not appreciate distances and, on leaving the port of entry for California, bring little supply for the trip. Train officials are not usually sympathetic and scarcely ever speak the immigrant's language. These conditions in the ports of entry and in transit, coupled with the too frequent roundabout routing of immigrants, cause them to land in California hungry, discouraged, and oftentimes with depleted pocket books.

It was found that usually upon arrival in the larger cities in California the immigrant again falls into the clutches of exploiters. For instance, in San Francisco, immigrants may put their baggage into the

care of the reputable baggage companies, or, just as easily, into the hands of a group of "shyster" transfer companies, who, under their changing names, have for years exploited the immigrant and the inexperienced visitor from the country. These "companies" operate under a quarterly license fee of \$5. A case was found where their runners had pulled a woman's parcel check from her and held it until given 50 cents; in another case they charged \$1 for re-checking a trunk; and often they so juggled checks that the baggage disappeared, with no identification receipt whereby it could be traced. It was largely because of the discovery of many instances of exploitation in connection with transportation that the Commission was led to establish a bureau of investigation and of complaints. So many complaints of this nature have been reported to this bureau, and are recorded in a later portion of this report, that further mention of similar cases of fraud discovered during the preliminary survey is here omitted.

II. LABOR CAMP INSPECTION.

Under section 7 of the creating act, "with the object in view of rendering to the immigrant that protection to which he is entitled," the Commission was given authority to "inspect all labor camps within the state." Although it had been planned to examine into labor camp conditions, the Commission was almost unwittingly drawn into what has proved to be one of its most important works when this examination was actually begun.

A. THE WHEATLAND CASE.

There had occurred on August 3, 1913, on the Durst hop ranch near Wheatland, Yuba County, a riot among the hop pickers employed on the ranch, resulting in the killing of two police officials and two pickers. It was the claim of the pickers that one of the primary causes of the discontent in their ranks, leading to riot and bloodshed, was the insanitary condition of the camp in which they were segregated on the ranch. Brief investigations and reports of state officials had partially substantiated these claims. Before the trial of Richard Ford and Hermann Suhr, charged with having caused the murder of one of the state officials by inciting the crowd of pickers to riot, was begun, it was announced that evidence concerning the sanitary and living conditions in the camp would be introduced. Consequently the Commission decided to avail itself of this opportunity to conduct a careful investigation into the economic and social causes leading up to the riot.* This investigation was decidedly pertinent, as a preliminary survey disclosed the fact that, at the time of the riot, approximately one half of the pickers on the Durst ranch were immigrants.

During the trial of the accused pickers, which was begun on January 12, 1914, the Commission had present at times four and at other times two investigators, besides its executive secretary and attorney. The investigation was directed by the Commission's attorney along legal lines. All hearsay was excluded and only direct evidence from persons who had actually been present in the camp on the Durst ranch and who spoke from actual knowledge was considered. From the witnesses at the trial the names and addresses of other persons who had been employed on the Durst ranch in 1913 were obtained, and investigators were sent to the homes of these people throughout central and northern California to get their direct testimony. This testimony was of particular value, because it was entirely free from the possible influence of the prejudice which might have governed the feelings of

*NOTE.—Long and detailed majority and minority reports of this investigation were made to the Governor on June 1, 1914, and much publicity has been given to their contents.



Tent, or shelter, in the hop pickers' camp on the Durst ranch near Wheatland in the season of 1913.



A section of the hop pickers' camp on the Durst ranch near Wheatland in the season of 1913.



Tent in a highway construction camp where men slept in crowded rows on the ground.



A row of 4 x 6 foot stalls in a bunk house, where from 15 to 20 laborers slept. Window at rear, only means of ventilation, nailed down.

some of the witnesses in the murder trial. Besides the evidence bearing on the living conditions recorded during the progress of the trial, 67 affidavits were secured and interviews with 30 witnesses recorded. The results of this investigation are here merely summarized.

In previous years there had often been a lack of pickers when the hops were ripe, but in the season of 1913, by means of coastwide advertising, the Durst brothers succeeded in assembling an army of nearly 3,000 persons, and at the time of the riot there were probably 2,800 workers in the camps, about half of them women and children. Of this number, fully 1,000 were foreign born males, including Syrians, Mexicans, Italians, Porto Ricans, Poles, Hindus and Japanese. The American element was made up of wandering casual workers, poor persons from near-by towns, owners of small ranches in the foothills of the Sierras, roving hoboes and a few families of the better laboring class from towns and cities, who often go to the hop fields for their summer "outing."

When this motley horde arrived at the Durst ranch, they found a desolate, sunbaked field, without shelter from the burning California sun. There were a few tents to be rented at 75 cents a week, but the majority had to construct rude shelters of poles and gunny sacks, called "bull pens," while many were compelled to sleep in the open on piles of vines or straw.

There was a great lack of toilets, and even those furnished were but crude boxes set over shallow holes in the ground. Many of them had no seats with holes, and a rough scantling nailed across the box took the place of the usual arrangement. These toilets soon became foul. They were also used as receptacles for the garbage from the camp, as well as for the offal of slaughtered animals, and swarmed with blue flies and were alive with maggots. These unspeakable toilets were used indiscriminately by both sexes, and at times women and children were forced to stand in line and await their turn. There was some dysentery, or "summer complaint," and frequently women and children were compelled to relieve nature among the vines and in the fields, and often in plain view of rough men.

There was a scarcity of drinking water, some of the wells were pumped dry, while others became infected from the surface water that drained back from stagnant pools, which formed in close proximity to the toilets and garbage piles. Under such shocking insanitary conditions sickness followed as a matter of course. There were cases of typhoid and malaria, caused probably by these germ laden waters.

While the wage scale and other factors contributed to the feeling of discontent, the real cause of the protest of the pickers seemed to come from the inadequate housing and the insanitary conditions under which the hop pickers were compelled to live.

B. STATEWIDE LABOR CAMP INSPECTION.

The Commission decided that these conditions constituted an aggravation of industrial warfare, and that they could and should be changed. It was ascertained that the Durst camp was no exception; similar conditions existed in other labor camps throughout California and it was evident that a statewide "clean-up" campaign was necessary. This task really came under the jurisdiction of the State Board of Health, but that body was without funds to do the work of inspection and of correction. Consequently, the Commission, with the consent of the State Board of Health, decided to enter upon the undertaking itself, particularly because over one half of the population of the labor camps of the state is made up of immigrants.

The existing state law pertaining to the housing and sanitation of labor camps was found to be indefinite and inadequate. It merely states in general terms that tents, sleeping quarters, and the ground about the camp must be kept clean. No way is provided for ascertaining the conditions of the camps, except through the occasional complaint of a laborer fearless enough to risk incurring the displeasure of his employer. Nor does the statute attempt to set forth a minimum standard of housing and sanitation. Owing to these weaknesses in the existing law, the Commission had first to work out a minimum standard of living conditions in labor camps. This minimum standard must be sufficiently high to insure results, but not so expensive and so impracticable as to deter employers of labor from adopting it, since employers had to be persuaded, rather than compelled by law, to make the improvements suggested.

It was not until after eight months of experience in camp sanitation work that the Commission drafted a detailed law to govern labor camp sanitation. This law does not deal in generalities but makes specific regulations for every feature of the camp. A digest of this law is given at the end of this report.

In order that it might be sure of its ground in the beginning, the Commission decided to take over a camp and make it sanitary, thus putting theories to actual test. This first experiment in camp sanitation was made at Shingle Springs, El Dorado County, where 129 men were employed by the state on the state highway. The sanitary engineer of the Commission was sent to the camp, where he installed sanitary camp latrines, shower baths, fly-screened cooking and dining tents, model sleeping quarters, garbage incinerators and other modern improvements at a minimum cost. The results were very satisfactory and a set of sanitation rules was accordingly drawn up. These rules and the practical suggestions for carrying them out were incorporated in a small pamphlet of seven pages, which met with the approval of the State Board of Health.



A tent in a state highway construction camp at Shingle Springs. The double deck bunks were occupied by 17 men, each having only about 120 cubic feet of air.



The same tent after the entire camp had been remodeled under the supervision of the Commission. The eight single bunks allow of about 500 cubic feet of air per occupant.



An unscreened mess tent and kitchen at Shingle Springs.



The same mess tent one month later after it had been screened and remodeled under the supervision of the Commission.

These pamphlets were distributed among camp operators, and two inspectors, under the direction of a sanitary engineer, were put in the field. Although most of the camps were below the minimum standard, the inspectors found that employers or operators were willing to cooperate in the effort to improve the conditions of the men, but they did not know *how* to go about the work. Consequently, a larger and more comprehensive pamphlet, containing detailed plans and instructions, was prepared for general distribution.*

Believing that much of the abuse arose more through carelessness and ignorance on the part of those operating labor camps than because of any disposition to avoid the law, the whole spirit of the pamphlet was "cooperation and advice," rather than "compulsion." This is evidenced by the following extract from the Introduction:

"Our contact with the employers of labor made it clear to us that the undesirable sanitation was not the result of intentional carelessness, but rather a relic of early California days when our people were good-naturedly willing to put up with almost any housing conditions. Where we have suggested improvements in housing or sanitation, we have met with hearty cooperation on the part of every camp owner.

"In our desire to be of the greatest possible help to the owner of the labor camp and to the man who must live in it, we have thought it wise to submit in the form of a pamphlet certain suggestions pertaining to the housing of men in camps.

"If any portions of this pamphlet are not perfectly clear to you, or if you have a problem in housing or sanitation which we do not cover herein, we invite you to write to our San Francisco office stating your difficulty. Your inquiry will have the personal attention of our engineering department. And if we can not handle your problem satisfactorily through the mail, we shall willingly send a personal representative at no expense to you."

The pamphlet contained 54 pages and 43 drawings and illustrations. More than 5,000 copies of this comprehensive booklet have been distributed throughout the state since it was published in July, 1914. In this booklet it was pointed out that a sanitary camp meant an increase in the willingness and efficiency of the laborer, and that it was in the employers' own pecuniary interest, as well as that of humanity, to have a sanitary and livable camp. Every phase of camp housing and sanitation was dealt with, costs in different parts of the state were quoted, and building specifications were given. Blue prints were furnished when desired. The suggestions covered the site of camp, with advice as to choosing high ground; layout of camp, giving proper distances from chicken houses, pig pens, toilets, garbage receptacles, etc., from sleeping, eating and cook houses; water supply, how polluted and how to avoid

*"Advisory Pamphlet on Camp Sanitation and Housing," 56 pages. Mailed free upon request, by Commission of Immigration and Housing, 525 Market Street, San Francisco.



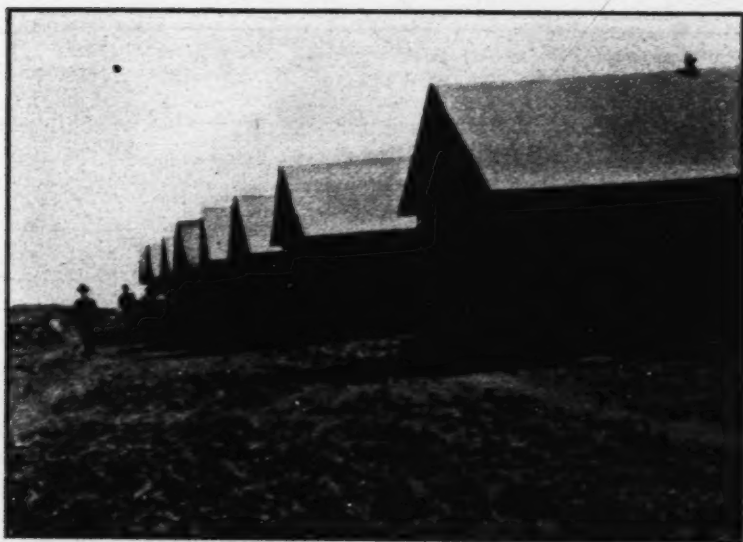
Screened storeroom and kitchen at Shingle Springs, remodeled under the supervision of the Commission. Note covered garbage containers.



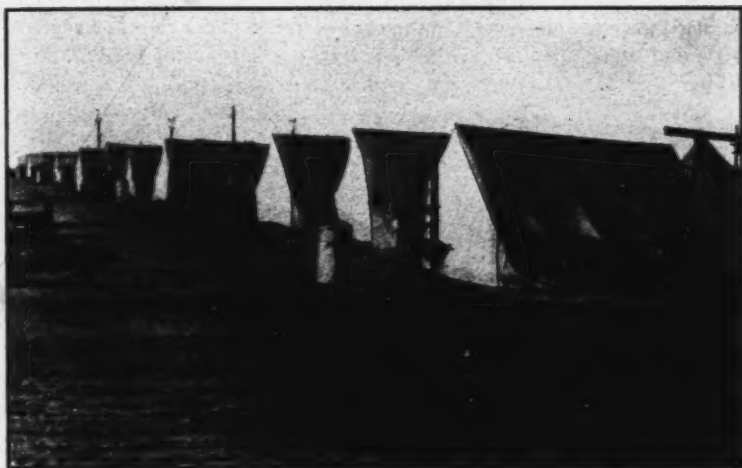
Shower bath installed in the Shingle Springs highway camp by the Commission's sanitary engineer. There had been no bathing facilities in this camp.



A model labor camp with small individual screened kitchens.



Portable bunk houses built in a construction camp from plans furnished by the Commission's sanitary engineer.



A section of the model camp on the Durst ranch near Wheatland in 1914. This camp was laid out along military lines by the Commission's sanitary engineer. Note covered garbage containers.

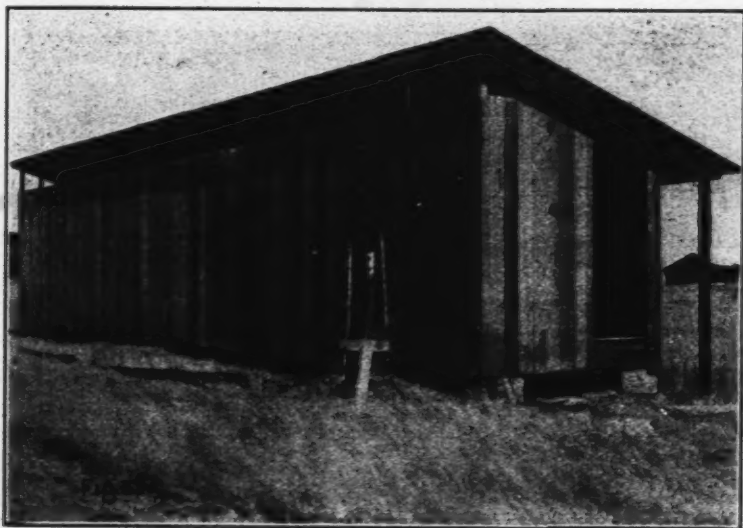


A model permanent bunk house for farm laborers. There is a separate, well ventilated room for each man and a large ten-shower bathroom.

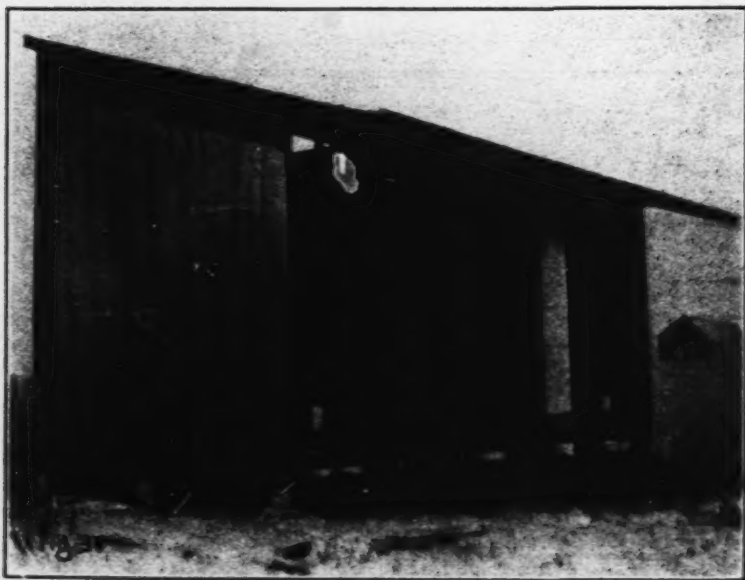
contamination; construction of tents, buildings and bunks, screening, ventilation, etc.; kitchens and eating houses, with suggestions for keeping food; garbage, its disposal by means of camp incinerators; fly-proof toilets and urinals, with complete plans and specifications for building; bathing facilities, near sleeping quarters, with proper drainage; and how to avoid camp sicknesses that come from flies, mosquitoes, manure piles and other causes.

This booklet met with the most astonishing and gratifying response from labor camp operators all over California and was commented upon by many persons living outside the state. Hundreds of letters extolling the excellence of the pamphlet were received from employers of laborers and experts on housing and sanitation. Major William M. Cruikshank, department quartermaster of the United States army, wrote from Honolulu that he considered it a "most excellent work," and that he "desired copies for each post quartermaster in his department." Professor W. B. Herms, parasitological expert in the department of entomology at the University of California, who has done much to exterminate the mosquito in California, wrote in regard to the booklet that the "advice is practical," and "you are to be congratulated on this fine effort." Elmer S. Forbes, author of "Rural Housing" and chairman of the housing committee of the Massachusetts Civic League, wrote that the booklet "is an admirable piece of work, the best I have ever seen on the subject. It is a genuine pleasure to get hold of anything so practical and useful as this pamphlet." F. L. Wright, general manager of the Gold Ridge Land and Improvement Company of Santa Rosa, Sonoma County, a section where labor camps are maintained during the harvesting of the berry crop, wrote that the booklet and the "proposed regulation is a long needed requirement. The suggestions are practical and from every standpoint desirable. Our camps will be made in strict conformity with your suggestions. We have no criticism to offer."

During the months of June, July, August and September, when the largest number of labor camps are in existence, from five to seven inspectors were kept in the field. The inspectors found little, if any, antagonism, some procrastination, and a great deal of good feeling and hearty cooperation. They reported their findings to the office of the Commission on blanks prepared for the purpose, which gave every detail of the camp inspected, including the number and nationality of men employed, permanent or transient, skilled or unskilled labor, living conditions, sanitary conditions, toilets, bathing facilities, etc. A letter of instructions and a pamphlet were then promptly mailed from the main office to each owner or superintendent, calling attention to the special needs of his camp, and inviting correspondence with the office of the Commission if any difficulty arose in trying to make his camp conform to the requirements.



A model twelve-shower bathhouse for men which was built under the supervision of the Commission on the Durst ranch, Wheatland, in 1914.



A model five-shower bathhouse for women which was built under the supervision of the Commission on the Durst ranch, Wheatland, in 1914.



On the right is an old, insanitary toilet, and on the left is a new, sanitary toilet installed at the suggestion of the Commission on a Sonoma County hop ranch.



A row of screened, sanitary toilets on the Durst ranch, Wheatland, in 1914. Built according to plans furnished by the Commission.



Two open, filthy toilets in different construction camps. Typical labor camp toilets, violating every rule of sanitation.



An old, non-flyproof toilet to the left, and a new, screened, flyproof toilet with automatically closing door to the right; the latter built according to plans furnished by Commission.

The active inspection began on April 10, 1914, and ended November 1, 1914. Practically no reinspections were made during this period, it being the policy to visit as many camps as possible during the summer months. Since November 1st, only the sanitary engineer and one inspector have been in the field, and they have devoted practically all their time to reinspection, only incidentally covering new camps. Up to January 2, 1915, 915 camps have been inspected.

The statistics gathered from 876 of these camps have been tabulated and are set out in Tables I to IV. These 876 camps housed 36,846 persons on the date of inspection and had an ultimate capacity of 60,813. By "ultimate capacity" is meant the number the camp is arranged to accommodate and those figures represent the true population of the camps, because many hop, berry and fruit camps, etc., were empty when inspected, as the season had not begun.

Camps were classed as "good," "fair" and "bad," according to a rating established in connection with the minimum standard; 297 of the 876 camps were "good" and housed 21,577 persons; 316, housing 22,382, were "fair;" 263, housing 16,854, were "bad."

A striking feature of these statistics is the tabulation of nationalities. Forty different nationalities were represented, and of all the workers in the camps, 50.7 per cent were immigrant aliens; 49.3 per cent were American born and naturalized immigrants. The statistics as gathered do not show the proportion of the 49.3 per cent that are foreign born naturalized citizens. These figures show how close is the connection between the work of labor camp sanitation and the work of raising, or protecting, the standards of living of immigrants. In improving labor camp conditions, the Commission has done much to protect its immigrant wards, and has guarded against the lowering of the workers' standards of living by those races that are more careless and more ignorant in this regard.

The table further shows the presence of 2,659 women and 1,553 children in the camps as against 31,741 men. This comparison is of social interest and significance. A census gathered when the camps are filled to their ultimate capacity would probably show a larger percentage of women and children, since such a census would cover hop, berry, and fruit camps, etc., where women and children are more often employed.

The figures on the proportions of skilled and unskilled laborers are of economic and social value in that they throw great light upon the character of our casual or migratory laboring class. Of the 30,020 laborers concerning whom data as to skill was obtainable, 22,560 were unskilled and only 7,460 were skilled.

TABLE I. Working Force and Residents at Date of Inspection in 876 Labor Camps, With Distribution According to Sex and Skill.
(Tables cover only camps inspected between April 10 and November 1, 1914.)

	Beet	Per-centage	Berry	Per-centage	Con-struction	Per-centage	Fruit	Per-centage	Grape	Per-centage	Highway and grading	Per-centage	Hop	Per-centage
Working force or present capacity—														
Residents	753	2.1	731	2.0	1,662	5.5	1,643	4.6	1,472	4.1	7,432	30.6	2,658	7.4
	792	2.1	858	2.5	1,997	5.4	1,653	4.5	1,500	4.1	6,913	18.8	2,863	7.8
Men	708	91.7	334	44.5	1,980	99.1	957	57.9	1,201	84.0	6,854	90.4	1,995	77.1
Women*	44	5.7	189	21.3	10	.5	332	38.2	298	13.9	36	.4	492	19.0
Children†	20	2.6	303	34.2	7	.4	64	3.9	31	2.1	11	.2	100	3.9
Totals on the three preceding subjects	772	100.0	880	100.0	1,997	100.0	1,653	100.0	1,500	100.0	6,901	100.0	2,587	100.0
Character of labor force—														
Skilled	33	4.8			672	44.6	51	3.1	6	.4	708	11.0		
Unskilled	715	95.2	731	100.0	834	55.4	1,562	96.9	1,493	99.6	5,716	89.0	2,658	100.0
Totals	751	100.0	731	100.0	1,506	100.0	1,633	100.0	1,499	100.0	6,424	100.0	2,658	100.0

*Women in 266 camps. No returns from 124 camps. No women in 482 camps.
†Children in 146 camps. No returns from 124 camps. No children in 606 camps.
‡Data on number of skilled and unskilled was not obtained in 153 camps.

TABLE I. Working Force and Residents at Date of Inspection in 876 Labor Camps, With Distribution According to Sex and Skill
 —Concluded.
 (Tables cover only camps inspected between April 10 and November 1, 1914.)

	Lumber	Per-centage	Mine, quarries, etc.	Per-centage	Oil	Per-centage	Railroad	Per-centage	Ranch	Per-centage	Miscellaneous	Per-centage	Totals	Per-centage
Working force or present capacity—	9,483	36.4	3,106	8.9	3,144	8.7	2,241	6.2	1,030	2.8	303	.7	36,017	100.0
Residents	9,073	34.6	3,731	10.1	3,436	9.8	2,379	6.5	1,055	2.9	338	.9	36,843	100.0
Men	8,106	94.7	2,922	79.2	3,111	86.1	2,134	90.9	945	95.1	254	77.2	31,741	86.3
Women*	259	3.4	404	10.9	161	5.0	103	4.3	32	3.2	49	14.9	2,699	7.4
Children†	166	1.9	368	9.9	323	8.9	117	4.8	17	1.7	26	7.9	1,553	4.3
Totals on the three preceding subjects	8,631	100.0	3,694	100.0	3,615	100.0	2,374	100.0	994	100.0	329	100.0	35,933	100.0
Character of labor force—														
Skilled	2,978	47.6	732	25.4	1,025	68.3	137	8.9	110	10.8	105	30.8	7,460	24.9
Unskilled	3,372	52.4	2,149	74.5	977	33.7	1,366	91.1	949	89.2	126	60.2	22,560	75.1
Totals	6,250	100.0	2,981	100.0	2,002	100.0	1,563	100.0	1,019	100.0	253	100.0	30,020	100.0

*Women in 366 camps. No returns from 134 camps. No women in 442 camps.
 †Children in 140 camps. No returns from 128 camps. No children in 666 camps.
 ‡Data on number of skilled and unskilled was not obtained in 193 camps.

TABLE II. General Condition of 876 Labor Camps on Date of Inspection, With Number of Camps, Number of Laborers Therein and Percentages in Each Group. Table is Based on Ultimate Capacity.

(Tables cover only camps inspected between April 10 and November 1, 1914.)

	Good			Fair			Bad			Totals		
	Number Camps	Per- centage	Number Laborers	Per- centage	Number Camps	Per- centage	Number Laborers	Per- centage	Number Camps	Per- centage	Number Laborers or ultimate capacity	Per- centage
Beet	6	30.0	226	18.7	18	60.0	705	58.2	6	23.1	290	100.0
Berry	3	9.7	230	30.2	11	35.5	390	32.8	17	47.0	515	100.0
Construction	16	39.0	1,000	15.8	17	41.5	1,551	34.2	8	50.0	422	100.0
Fruit	13	40.0	1,354	66.5	10	33.3	562	24.9	8	9.6	228	100.0
Grape	4	11.4	433	21.7	6	17.1	434	21.7	25	56.6	1,156	100.0
Highway and grad- ing	45	25.8	2,450	29.3	50	31.2	2,415	38.6	85	42.2	3,545	100.0
Hop	60	40.8	4,025	36.0	49	23.3	5,659	36.4	38	37.6	5,365	100.0
Lumber	29	25.0	3,407	31.1	62	52.4	5,537	50.5	25	21.6	2,000	100.0
Mines and quarries	15	39.6	1,972	34.4	27	55.1	2,788	48.6	7	14.3	974	100.0
Oil	77	86.2	4,812	90.2	27	55.1	477	9.0	1	.8	40	100.0
Railroad	11	14.9	457	18.1	25	33.8	752	31.9	36	50.0	1,180	100.0
Ranch	14	50.0	747	48.0	12	42.9	787	50.6	2	7.1	22	100.0
Miscellaneous	5	56.9	244	19.7	2	20.0	355	28.7	3	51.6	640	100.0
Grand totals	397	33.9	21,577	35.5	316	36.1	22,582	36.8	263	27.7	16,854	100.0

TABLE III. The Sanitary Condition of 876 Labor Camps. A Detailed Report on the Most Important Sanitary Features, With Percentages.

(Tables cover only camps inspected between April 10 and November 1, 1914.)

	Beet	Per-centage	Berry	Per-centage	Con-struction	Per-centage	Fruit	Per-centage	Grape	Per-centage	Highway and grading	Per-centage	Hop	Per-centage
Bathing facilities—														
No bathing facilities	6	20.0	1	3.2	18	44.0	12	40.0	16	45.7	122	64.6	16	10.9
Natural bathing facilities on stream or lake					6	14.0	1	3.3			23	12.2	91	61.8
Tubs, showers, or both	24	80.0	30	90.8	16	30.0	17	56.7	19	54.3	39	15.3	30	20.5
No data					1	2.4					15	7.9	10	6.8
Totals	30	100.0	31	100.0	41	100.0	30	100.0	35	100.0	189	100.0	147	100.0
Toilet facilities—														
No toilets					12	29.2			1	2.9	48	25.4	7	4.8
Filthy toilets	22	73.3	21	67.8	7	17.0	11	36.6	24	68.6	71	37.6	76	51.7
Fair, but slightly exposed	8	26.7	8	25.8	4	9.8	13	43.4	8	22.8	50	25.9	18	12.2
Sanitary, fly-proof toilets			2	6.4	18	44.0	6	20.0	2	5.7	33	17.4	44	29.9
No data											7	3.7	2	1.4
Totals	30	100.0	31	100.0	41	100.0	30	100.0	35	100.0	189	100.0	147	100.0
Separate toilets for the sexes—														
Men, women and children use same toilets	16	100.0	29	93.7	2	40.0	7	38.9	16	69.5	6	33.3	18	13.3
Separate toilets for women and children			1	3.3	2	40.0	9	50.0	2	8.7	6	33.3	11	8.2
No data					1	20.0	2	11.1	5	21.8	6	33.4	106	78.5
Totals (equals number of camps with women)	16	100.0	30	100.0	5	100.0	18	100.0	23	100.0	18	100.0	135	100.0

TABLE III. The Sanitary Condition of 876 Labor Camps. A Detailed Report on the Most Important Sanitary Features, With Percentages—Continued.

(Tables cover only camps inspected between April 10 and November 1, 1914.)

	Lumber	Per-centage	Mines and quarries	Per-centage	Oil	Per-centage	Railroad	Per-centage	Ranch	Per-centage	Miscellaneous	Per-centage	Totals	Per-centage
Bathing facilities—														
No bathing facilities	62	33.5	25	51.0	2	2.0	60	81.0	9	32.1	4	40.0	353	49.3
Natural bathing facilities on stream or lake	9	7.8	2	4.1			7	0.5	2	7.1			141	16.1
Tubs, showers, or both	40	31.4	22	41.9	94	98.0	2	2.7	17	60.8	6	60.0	343	39.5
No data	5	4.3					5	6.8					36	4.1
Totals	116	100.0	49	100.0	96	100.0	74	100.0	28	100.0	10	100.0	576	100.0
Toilet facilities—														
No toilets	13	11.2					33	44.6					114	13.0
Filthy toilets	49	42.3	18	36.7	26	27.1	18	24.3	17	69.7	4	40.0	394	41.6
Fair, but slightly exposed	22	19.0	19	38.8	29	30.2	12	16.2	6	21.4	2	20.0	179	20.4
Sanitary, fly-proof toilets	30	25.8	12	24.5	41	42.7	11	14.9	5	17.9	4	40.0	298	32.8
No data	2	1.7											11	1.2
Totals	116	100.0	49	100.0	96	100.0	74	100.0	28	100.0	10	100.0	576	100.0
Separate toilets for the sexes—														
Men, women and children use same toilets	29	32.3	3	14.3	1	3.7	3	15.0	6	42.9	1	20.0	128	22.5
Separate toilets for women and children	6	9.7	15	71.4	25	92.6	5	30.0	6	42.9	4	80.0	93	23.6
No data	26	58.0	3	14.3	1	3.7	11	55.0	2	14.2			173	43.9
Totals (equals number of camps with women)	62	100.0	21	100.0	27	100.0	20	100.0	14	100.0	5	100.0	394	100.0

TABLE III. The Sanitary Condition of 876 Labor Camps. A Detailed Report on the Most Important Sanitary Features, With Percentages—Continued.

(Tables cover only camps inspected between April 10 and November 1, 1914.)

	Insect	Per-centage	Berry	Per-centage	Con-struction	Per-centage	Fruit	Per-centage	Grape	Per-centage	Highway and grading	Per-centage	Hop	Per-centage
Washing facilities for face, hands and clothes—														
Inadequate washing facilities—														
Adequate facilities—	30	100.0	31	100.0	10	24.4	1	3.3	8	22.9	57	30.2	30	30.4
No data—					30	72.2	29	96.7	26	74.2	115	60.8	113	70.9
Totals—	30	100.0			1	2.4			1	2.9	17	9.0	4	2.7
Stables—														
With stables—	10	60.4	17	54.8	41	100.0	30	100.0	35	100.0	189	100.0	147	100.0
No stables—	11	36.0	14	45.2	14	34.2	17	50.7	35	100.0	159	84.1	53	38.0
No data—					27	65.8	13	43.3			30	15.9	94	64.0
Totals—	30	100.0	31	100.0	41	100.0	30	100.0	35	100.0	189	100.0	147	100.0
Distance of stables from kitchen and dining quarters—														
Less than 100 yards—	19	100.0	17	100.0	4	28.0	6	25.3			77	45.4	14	29.4
100 yards or more—					10	71.4	11	64.7			67	42.2	21	89.6
No data—											15	9.4	18	84.0
Totals (see number of stables)—	19	100.0	17	100.0	14	100.0	17	100.0			159	100.0	33	100.0

TABLE III. The Sanitary Condition of 876 Labor Camps. A Detailed Report on the Most Important Sanitary Features, With Percentages—Continued.

(Tables cover only camps inspected between April 10 and November 1, 1914.)

	Lumber	Per-centage	Mines and quarries	Per-centage	Oil	Per-centage	Railroad	Per-centage	Ranch	Per-centage	Miscellaneous	Per-centage	Totals	Per-centage
Washing facilities for face, hands and clothes—														
Inadequate washing facilities—	20	17.3	4	8.2			13	17.6					143	16.3
Adequate facilities—	80	76.7	45	51.8			41	55.4	28	100.0	10	100.0	683	78.0
No data—	7	6.0					20	27.0					50	5.7
Totals—	116	100.0	49	100.0			74	100.0	28	100.0	10	100.0	876	100.0
Stables—														
With stables—	66	56.9	37	61.3			3	4.0	27	96.4	3	30.0	527	60.1
No stables—	41	39.6	19	38.7			71	96.0	1	3.6	7	70.0	345	39.4
No data—	4	3.5											4	.5
Totals—	116	100.0	49	100.0			74	100.0	28	100.0	10	100.0	876	100.0
Distance of stables from kitchen and dining quarters—														
Less than 100 yards—	17	25.8	9	30.0	4	4.8			12	44.5	2	60.7	201	38.1
100 yards or more—	43	65.1	20	63.7	78	92.8			15	55.5	1	33.3	281	53.4
No data—	6	9.1	1	3.3	2	2.4	3	100.0					45	8.5
Totals (see number of stables)	66	100.0	30	100.0	84	100.0	3	100.0	27	100.0	3	100.0	527	100.0

TABLE III. The Sanitary Condition of 876 Labor Camps. A Detailed Report on the Most Important Sanitary Features, With Percentages—Continued.

(Tables cover only camps inspected between April 10 and November 1, 1914.)

	Beet	Per-centage	Berly	Per-centage	Con-struction	Per-centage	Fruit	Per-centage	Grape	Per-centage	Highway and grading	Per-centage	Hop	Per-centage
Disposal of manure—														
Sanitary disposal, i. e., burned, spread on land, put in fly-tight manure box, etc.	18	94.7	4	23.5	5	35.7	4	23.6	7	20.0	76	47.8	9	17.0
Insanitary disposal, i. e., piled near kitchen, etc.	1	5.3	13	76.5	8	57.2	13	76.4	27	77.1	67	42.2	39	73.6
No data					1	7.1			1	2.9	16	10.0	5	9.4
Totals (see number of stables)	19	100.0	17	100.0	14	100.0	17	100.0	35	100.0	159	100.0	53	100.0
Screening on kitchen and dining-room openings—														
Screening	21	70.0	1	3.2	26	63.4	10	33.3	13	37.1	107	56.6	12	8.1
No screening	9	30.0	29	93.6	13	31.7	10	33.3	20	57.2	65	34.4	33	22.6
No data			1	3.2	2	4.9	10	33.4	2	5.7	17	9.0	102	69.3
Totals	30	100.0	31	100.0	41	100.0	30	100.0	25	100.0	189	100.0	147	100.0
Disposal of garbage—														
Sanitary disposal, i. e., burned, buried, or fed to hogs	23	76.7	8	25.8	32	78.1	18	60.0	6	17.1	139	73.5	34	36.8
Insanitary disposal, i. e., fed to chickens, dumped near kitchen	7	23.3	23	74.2	6	14.6	9	30.0	28	80.0	33	17.5	53	37.4
No data					3	7.3	3	10.0	1	2.9	17	9.0	38	25.8
Totals	30	100.0	31	100.0	41	100.0	30	100.0	35	100.0	189	100.0	147	100.0
Garbage containers—														
No containers	6	20.0	11	35.5	6	14.6	9	30.0	23	65.7	23	12.2	90	61.2
Uncovered containers	7	23.3	13	41.9	6	14.6	6	20.0	6	17.1	48	25.4	9	6.1
Covered sanitary containers	8	26.7	7	22.6	21	51.2	7	23.3	5	14.3	65	45.0	32	21.8
No data	9	30.0			8	19.5	8	26.7	1	2.9	33	17.4	16	10.9
Totals	20	100.0	31	100.0	41	100.0	30	100.0	35	100.0	189	100.0	147	100.0

TABLE III. The Sanitary Condition of 876 Labor Camps. A Detailed Report on the Most Important Sanitary Features, With Percentages—Continued.

(Tables cover only camps inspected between April 10 and November 1, 1914.)

	Lumber	Per-centage	Mines and quarries	Per-centage	Oil	Per-centage	Railroad	Per-centage	Ranch	Per-centage	Miscellaneous	Per-centage	Totals	Per-centage
Disposal of manure—														
Sanitary disposal, i. e., burned, spread on land, put in fly-tight manure box, etc.	23	34.8	14	46.7	68	81.0	1	33.3	10	70.4	2	66.7	250	47.5
Insanitary disposal, i. e., piled near kitchen, etc.	53	59.1	15	50.0	16	19.0	2	66.7	8	29.6	1	33.3	246	46.6
No data	4	6.1	1	3.3									31	5.9
Totals (see number of stables)	96	100.0	30	100.0	84	100.0	3	100.0	27	100.0	3	100.0	527	100.0
Screening on kitchen and dining-room openings—														
Screening	41	35.3	37	75.3	98	96.9	17	23.0	23	82.1	7	70.0	408	46.6
No screening	69	59.5	9	18.4			40	54.0	5	17.9	3	30.0	305	34.8
No data	6	5.2	3	6.1	3	3.1	17	23.0					153	18.6
Totals	116	100.0	49	100.0	93	100.0	74	100.0	28	100.0	10	100.0	876	100.0
Disposal of garbage—														
Sanitary disposal, i. e., burned, buried, or fed to hogs.	97	83.6	42	85.7	80	83.4	41	55.4	24	85.7	8	80.0	572	65.2
Insanitary disposal, i. e., fed to chickens, dumped near kitchen	10	8.6	5	10.2	13	13.5	58	37.8	3	10.7			230	25.1
No data	9	7.8	2	4.1	3	3.1	5	6.8	1	3.6	2	20.0	84	9.7
Totals	116	100.0	49	100.0	93	100.0	74	100.0	28	100.0	10	100.0	876	100.0
Garbage containers—														
No containers	3	2.6	6	12.2	2	2.0	20	27.0	2	7.1			301	32.9
Uncovered containers	39	33.6	10	20.4	6	6.2	15	20.3	5	17.9			170	19.4
Covered sanitary containers	42	36.2	19	38.8	82	85.6	16	21.6	21	75.0	8	80.0	553	60.3
No data	32	27.6	14	28.6	6	6.2	23	31.1			2	20.0	152	17.4
Totals	116	100.0	49	100.0	94	100.0	74	100.0	28	100.0	10	100.0	876	100.0

TABLE III. The Sanitary Condition of 876 Labor Camps. A Detailed Report on the Most Important Sanitary Features, With Percentages—Continued.

(Tables cover only camps inspected between April 10 and November 1, 1914.)

	Roof	Per-centage	Berry	Per-centage	Con-struction	Per-centage	Fruit	Per-centage	Grape	Per-centage	Highway and grading	Per-centage	Hop	Per-centage
Cubic air space per capita in sleeping quarters—														
Less than 500 cubic ft. per person	5	16.6	2	6.4	4	9.8	1	3.3	13	37.1	85	45.0	2	1.4
500 to 900 cubic ft. per person	9	90.0	15	48.5	13	39.2	8	24.7	8	23.8	60	31.7	3	2.0
Over 900 cubic ft. per person	16	58.4	13	41.9	23	56.1	16	53.4	9	25.8	37	19.6	4	2.7
No data			1	3.2	2	4.9	6	16.6	5	14.3	7	3.7	188	93.9
Totals	30	100.0	31	100.0	41	100.0	30	100.0	35	100.0	189	100.0	147	100.0
General living and sleeping conditions—														
Where all races have same conditions	23	73.3	1	3.2	13	31.7	5	16.7	3	8.6	162	85.7	32	21.8
Where some aliens have separate conditions	8	26.7			7	17.0	7	23.3	9	25.8	10	5.3	12	8.2
Where laborers are all of the same nationality			20	95.8	13	44.0	15	50.0	18	51.3	2	1.1	29	19.7
No data					3	7.3	3	10.0	6	14.3	15	7.9	74	50.3
Totals	30	100.0	31	100.0	41	100.0	30	100.0	35	100.0	189	100.0	147	100.0

TABLE III. The Sanitary Condition of 876 Labor Camps. A Detailed Report on the Most Important Sanitary Features, With Percentages—Concluded.

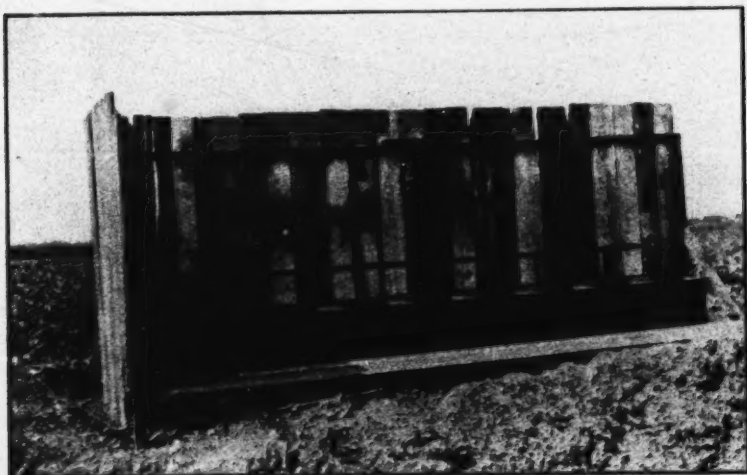
(Tables cover only camps inspected between April 10 and November 1, 1914.)

	Lumber	Per-centage	Mines and quarries	Per-centage	Oil	Per-centage	Railroad	Per-centage	Ranch	Per-centage	Miscellaneous	Per-centage	Totals	Per-centage
Cubic air space per capita in sleeping quarters—														
Less than 550 cubic ft. per person	8	6.9	1	2.0			29	22.7			2	20.0	162	18.5
550 to 600 cubic ft. per person	28	32.8	5	10.2			8	10.8			2	20.0	168	19.2
Over 600 cubic ft. per person	53	47.4	41	83.7	93	96.9	26	25.1	25	80.3	5	50.0	283	41.5
No data	15	12.9	2	4.1	3	3.1	1	1.4	3	10.7	1	10.0	188	20.8
Totals	116	100.0	49	100.0	96	100.0	74	100.0	28	100.0	10	100.0	876	100.0
General living and sleeping conditions—														
Where all races have same conditions	105	90.5	31	63.2	5	5.2	63	53.1	12	42.9	4	40.0	438	52.2
Where some aliens have separate conditions	6	5.2	14	28.6	6	6.2	1	1.4	10	35.7	1	10.0	91	10.4
Where laborers are all of the same nationality					8	8.3	1	1.4	6	21.4	3	30.0	130	14.8
No data	5	4.3	4	8.2	77	80.3	9	12.1			2	20.0	197	22.6
Totals	116	100.0	49	100.0	96	100.0	74	100.0	28	100.0	10	100.0	876	100.0

TABLE IV. Nationalities Represented in 876 Labor Camps.
(Tables cover only camps inspected between April 10 and November 1, 1914.)

	Beet	Berry	Con- struction	Fruit	Grape	Highway and grading	Hop	Lumber	Mines and quarries	Oil	Railroad	Ranch	Miscellaneous	Totals	Per- centage
Americans	213	100	1,052	653	472	3,301	897	4,172	962	3,130	625	392	237	10,176	49.3
Italians	23	50	155	15	26	993	159	1,646	857	6	147	140	31	4,197	12.8
Mexicans	62	278	125	23	23	1,053	188	94	916	6	733	188	5	3,033	11.2
Japanese	339	738	10	212	520	21	314	2	2	32	32	195	30	2,412	7.35
Greeks	5	2	8	8	237	23	132	139	154	5	139	3	3	872	2.64
German	5	4	9	9	50	92	347	250	21	9	5	11	795	2.45	
Chinese	7	5	38	38	161	10	268	100	4	19	3	91	2	737	2.25
Finns	7					6	268	543	26					575	1.75
Portuguese	14			2		177	97	268	97			27		520	1.58
Austrians			20			41		411	47					519	1.58
Spaniards	5					7	100	37	333			1		563	1.53
Swedes	1		1	3		28		422	7			11		472	1.4
Hindus	78			3	227		64	4						376	1.1
Irish			5			14		149				5	2	175	.53
French	1		1			1	132	1	1	1		17		172	.52
Russians	1		5			2	100	100	2	1				111	.34
English								99	7			2		89	.21
Armenians						67								20	.20
Swiss	13		1					42				8		64	.19
Canadians								38						58	.17
Norwegians								47	1			2		50	.15
Negroes						8	41							49	.15
Slavonians						42								42	.13
Danes	17							16		1		1		35	.10
Scotch								15	17					32	.10
Bohemians								23				2		25	.07
Polish								22						22	.07
Koreans									17					17	.05
Indians							6							6	.02
New Zealanders									7					7	.02
Hungarians								4						4	.02
Hollanders								3						3	.01
Montenegrins								3						3	.01
Chillians								2						2	.01

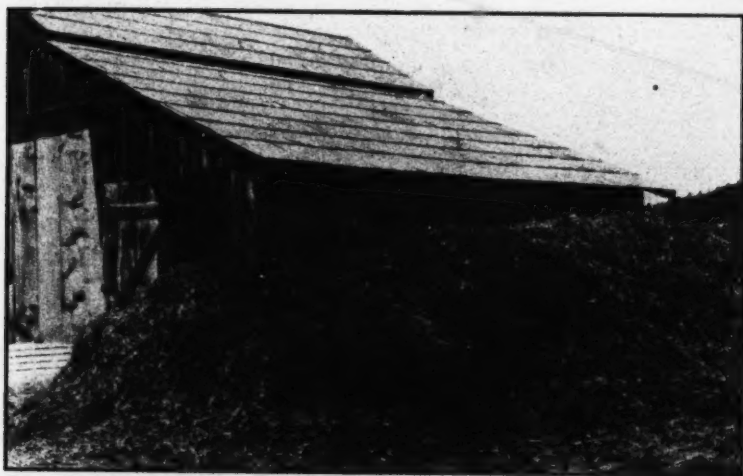
[illegible]



Flyproof toilet in course of construction according to plans furnished by the Commission.
The lids over holes are on hinges and are forced to fall by plank in back.



Sanitary covered tanks used for carrying water to pickers in the field on the Durst ranch, Wheatland, in the season of 1914.



A large, exposed pile of manure near a labor camp. A breeding place for millions of flies.
Note contrast with picture below.



In the foreground is a composting pit for manure, entirely screened and flyproof. Built according to plans furnished by the Commission.

It is important here to call attention to the more important features of the statistics pertaining to sanitation:

The records of bathing facilities show that:

353 camps had no baths;

141 camps had no baths, but were near natural bathing facilities, such as streams or lakes;

346 camps had tub or shower baths or both;

36 camps had no returns on this question.

A summary of the toilet accommodations gives the following:

114 camps had no toilets;

364 camps had filthy toilets.

179 camps had slightly exposed toilets;

208 camps had fly-proof toilets;

11 camps gave no returns on toilets.

Washing facilities for hands, face and clothes were carefully investigated. In 143 camps an adequate supply of water, basins, tubs, etc., was not provided. In many cases the laborers were obliged to forego washing entirely. In 683 camps, an adequate supply of these necessities was available. No returns on this point were obtained in 50 of the camps visited.

In the camps of a more permanent nature, which are kept open throughout the year, over 1,000 sanitary iron "bunks" or beds have been installed upon the suggestion of the Commission.

Of the 527 camps with stables, in 201 the stables were less than 100 yards from the kitchen or dining quarters, while in 281 the stables were 100 yards or more from the cooking and dining quarters. Forty-five camps gave no returns in this particular.

Manure was disposed of in a sanitary manner in 250 of the 527 camps having stables, and in an insanitary manner in 246 camps, 31 not being reported on in this feature.

The kitchens and dining quarters were screened in 408 camps and were not screened in 305 camps. No information was obtained on the remaining 163 camps as to this feature.

Garbage was properly disposed of in 572 camps and not disposed of in a sanitary manner in 220 camps. No data was obtained in 84 camps on this feature.

201 camps had no garbage containers;

170 camps had uncovered garbage containers;

353 camps had fly-proof containers;

152 camps gave no data.



The usual method of manure disposal in grading camps. These exposed manure piles breed disease-carrying flies that are a menace to the whole surrounding community.



The white marks on the barn were made by the manure piles which were removed at the request of the Commission. Manure now hauled away each day.



A common type of open garbage container. A feeding place for the flies that breed in open manure piles.



Garbage scattered behind a camp kitchen. At the suggestion of the Commission covered garbage cans are now used in this camp and the garbage burned twice a week.



A stack type garbage incinerator built in an oil camp from plans in the Commission's Advisory Pamphlet.



A chimney type garbage incinerator. Built in labor camp from plans in the Commission's Advisory Pamphlet.

C. REINSPECTION.

Up to January 1, 1915, 228 camps had been reinspected. The results, as shown in Table V, are most gratifying. Where it was found that no effort had been made to correct abuses and improve conditions, the attitude of "advice and cooperation" was changed and the operators have been warned that, unless they improve conditions as requested at once, the Commission will do all that is possible to prosecute them under the existing laws. The Commission will endeavor to have such camps as really constitute a menace to public health and safety condemned as public nuisances by the health authorities.

It is most important to note, however, that 72.3 per cent of the camps reinspected have been brought to at least the minimum standard. Many have surpassed it, and 77.1 per cent have actually carried out some of the suggested improvements. The camps which remained in the same condition represent only 14.1 per cent of the total. Only 8.8 per cent have actually retrograded, and only 5.3 per cent of these have slipped down to "bad."

It is also interesting to note that the owners of the Durst ranch at Wheatland cooperated with the Commission, and, under the supervision of the sanitary engineer, a model camp, complete in every particular, was constructed. In spite of the activities of agitators there were no riots or demonstrations and there is no doubt that the model camp was a factor in frustrating such attempts.

When it is recalled that these improvements have been brought about merely by persuasion, it not only speaks well for California employers, but it bodes well for the future, when it is to be hoped that the complete and detailed camp sanitation law* draughted by the Commission will be put into effect, and the recalcitrant camp operators forced to improve conditions.

*A summary of this law is given in the Appendix.

TABLE V.

Summary of Reinspection Returns on 228 Labor Camps.

	Number	Per cent
Number of camps showing improvement—		
From bad to good.....	23	11.4
From bad to fair.....	11	4.8
From fair to good.....	60	26.3
From good to better*.....	79	34.6
Totals	173	77.1
Number of camps showing no improvement—		
1. Stayed same as when first inspected:		
Bad	7	3.1
Fair	25	11.0
Totals	32	14.1
2. Retrograded:		
From good to fair.....	8	3.5
From good to bad.....	5	2.2
From fair to bad.....	7	3.1
Totals	20	8.8
Grand total	228	100
Number of camps which not only show improvement, but which have been brought up to the minimum standard set by the Commission—		
From bad to good.....	23	11.4
From fair to good.....	60	26.3
From good to better.....	79	34.6
Totals	162	72.3

*On first inspection these camps were classed good. On reinspection it was found that minor suggestions made by the Commission had been put into effect.

III. BUREAU OF COMPLAINTS.

The Commission had determined from the very outset to make all of its work of a practical nature, based upon facts, not theories. Consequently it was decided not to theorize concerning the problems and difficulties met with by newly arrived immigrants, but to find out from the immigrants themselves what these facts and problems were. It would be obviously unwise to attempt to render direct aid to immigrants or to propose remedial legislation until the actual needs were thus ascertained. Therefore, in order to accomplish these results, a complaint bureau was organized. The purpose was to receive complaints from immigrants in trouble and aid them in securing justice, to carry on independent investigations, and to standardize the general problems and needs as a basis for remedial legislation and general relief measures.

Furthermore, the recorded experiences of the Bureau of Immigration of New York state and of other state immigration departments, disclosed the need for a specially equipped department in the handling and disposition of current complaints of immigrants. The preliminary surveys of the Commission had likewise shown that aliens within this state encounter serious difficulties in securing even a hearing when they have been exploited or actually defrauded, and the active work of the complaint department during the last eight months has demonstrated that such a department exercises a much broader and more human function than the mere collection of statistics for future use. Pressing and immediate needs, which have been unheeded for years, have received attention. Confidence in our government and in its institutions has been instilled into the justly suspicious immigrants; an ambition to become active, participating units in that government has been aroused; assimilation and adaptation have been encouraged instead of retarded and discouraged.

Yet the work has but begun. Only a small percentage of the state's immigrant population has been reached, and when the expected influx of immigrants through the Panama Canal after the termination of the European war sets in, the work of thus directly aiding and encouraging adjustment and assimilation will be increased to an incalculable extent.

A. ORGANIZATION.

During the first four months after its organization the Commission was so unexpectedly involved in the investigation of the Wheatland case and the inception of labor camp inspection that little was done toward getting into actual and personal contact with immigrants. Investigations disclosed a few cases where American exploiters had made capital of the ignorance and of the helplessness of newly arrived immi-

TO IMMIGRANTS

The State of California Commission of Immigration and Housing is created to protect and aid immigrants in California

PER GLI EMIGRANTI צו די אימיגראנטן
 КЪ ЭМИГРАНТАМЪ
 A LOS INMIGRANTES DO EMIRGRACJI
 PARA EMIGRANTES DOSELJENICIMA
 A BEVÁNDORLÓKHOZ PRISTEHOVALCUM
 ΠΡΟΣ ΤΟΥΣ ΜΕΤΑΝΑΣΤΑΣ

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FOR GLI EMIGRANTI

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DO EMIRGRACJI

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DOSELJENICIMA

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The State of California Commission of Immigration and Housing is created to protect and aid immigrants in California.

Underwood Building, 825 Market Street
 San Francisco, California



COMMISSION OF IMMIGRATION AND HOUSING
 OF CALIFORNIA

Reproduction of poster, in twelve different languages, offering assistance to immigrants. These posters were placed conspicuously in all immigrant centers throughout the state.

grants, and only a few straggling complainants found their way to the office of the Commission as a result of announcements in the foreign press. Years of unsympathetic treatment by public officials, of innumerable experiences where confidence had been misplaced and solicitous "American friends" and "immigrant protective societies" had turned out to be professional exploiters, had given rise to widespread distrust of all offers of advice and of assistance.

It soon became obvious, therefore, that a definite, organized effort would have to be made to inspire confidence and get in close touch with the immigrant and his peculiar problems. To this end, in April, 1914, posters containing the following announcement, printed in twelve different languages, were put up in conspicuous places throughout San Francisco, particularly in the "foreign quarters":

TO IMMIGRANTS.

The State of California Commission of Immigration and Housing is created to protect and aid immigrants in California.

Immigrants who feel they have been wronged or defrauded, or who wish information, are asked to come in person or write to the office of the State Commission, Underwood Building, 525 Market street, San Francisco.

The Commission will furnish information and will aid all in obtaining justice. We speak and write all languages.

The city of San Francisco was well placarded with these posters by April 24, 1914, and the record of the Complaint Bureau really dates from that time. This more or less impressive offer of assistance by the state, conspicuously displayed in their familiar haunts, reassured many disheartened immigrants who had been the almost helpless victims of fraud and deceit.

All complainants who came to the office were given a full and careful hearing, even when their complaints were seemingly of a trifling nature. An interpreter was employed who was proficient in the languages of the complainants from the larger immigrant colonies, and arrangements were made for the occasional services of interpreters for the rarer languages. Each complaint was carefully taken down in writing and submitted to the attorney of the Commission, who was in direct charge of the Complaint Bureau. The attorney then showed the investigators how to check up on the facts of the complainant's allegations and how to examine into the entire matter. If the charges proved to be entirely without foundation, the attorney would cross examine the complainant and his witnesses to make sure the case had been properly reported. If no new evidence was thus discovered the complaint was dismissed, after a careful explanation to the complainant through the interpreter.

But if the complainant's charges were substantiated in the slightest degree by the investigation, the defendant* was either called upon or summoned to the office of the Commission and asked to give his version of the case. Further investigation was then made of any new facts brought out by the defendant. If the total evidence then showed that a crime had been committed by the defendant, prosecution was instituted and conducted by the Commission's attorney, who appeared in such criminal cases as special prosecutor for the state. If no crime was



Investigator and interpreter interviewing immigrants in the Sacramento complaint office of the Commission.

involved, but the defendant was shown to be civilly liable, the parties were brought before the attorney for an informal hearing, and every effort was made to bring about an amicable settlement or adjustment. If such a case could not be settled out of court, the complainant was advised of his rights and urged to employ an attorney to file suit against the defendant. This procedure was, of course, necessary, as the Commission, or its attorney, could not represent an individual in a civil suit. Our experience goes far in showing the need of a strong, well organized legal protection society, of which the report speaks later on.

If a defendant was shown to be morally liable, although not legally so, an even greater effort was made to effect a settlement or, at least, a compromise.

*The person or corporation against whom a complaint is lodged is designated as the "defendant" in the records for the sake of brevity and clearness, though he is not a defendant in the legal or technical sense.

Two investigators and an interpreter, besides the Commission's attorney, have been regularly employed in handling complaints in San Francisco.

B. BRANCH OFFICES.

When the Complaint Bureau, as organized in San Francisco, had proved to be an effective means for handling this important and press-



Entrance room of Sacramento office. Immigrants waiting to file their complaints and to ask for information or advice.

ing phase of the Commission's work, it was necessary that branch complaint offices be maintained elsewhere, so that the Commission might perform its proper functions as a state organization. Accordingly, offices were opened in Los Angeles and Sacramento with full time, salaried agents in charge, and the gratuitous services of residents, whose private offices were used, were secured in San Diego, Riverside, San Bernardino, Ventura, Santa Barbara, and San Luis Obispo. These agencies were established during July and August, 1914. The "To

Immigrants" posters were placed in conspicuous positions in the districts about these cities, with the address of the local office stamped prominently thereon in red ink.

Complaints which were filed in these branch offices were mailed to the San Francisco office within twenty-four hours after they were filed and the investigation and handling of the cases were then carried on under the direction of the attorney in the same manner as in San Francisco cases. This established a uniform procedure and provided a checking system which prevented the abuses and errors that might go with the exercise of decentralized authority.

Interpreters were not required at first in these offices, as the complainants could usually bring in a friend to act as interpreter, and if they could not do so, they wrote out their complaints and had them sent to the San Francisco office for translation. But the work developed to such an extent in Sacramento and in Los Angeles that it became necessary to furnish an assistant to the agent in each of these cities, who could also act as an interpreter. Consequently, a stenographer-interpreter has been employed in the Sacramento office since September and in the Los Angeles office since November.

It also became necessary to open a branch complaint office in the foreign quarter in San Francisco as many immigrants who were loath to go to a distant office building were not being reached; consequently an office was opened on Columbus avenue in November and excellent results have been obtained.

C. SUMMARY OF COMPLAINT RECORDS.

The fact that 2224 complaints were filed with the Commission between April 24, 1914, and January 11, 1915, demonstrates the need of a complaint bureau. Practically all these complaints were based on justifiable grounds and very few were of a trivial nature. Numerous cases were successfully prosecuted or settled where the complainants had had established rights for months and even years, but had been unable to put the facts before the proper authorities or get action, because no one understood their language or had the patience to assist them, and because also of the terrifying and confusing paths of "red tape" and jurisdictional procedure, which even native born Americans lament.

Although no strictly judicial powers were vested in the Commission, section 10 of the creating act gave it "power to hold hearings for the purpose of investigation and inquiry, and for the purpose of reaching an amicable settlement of controversies existing between persons, firms and corporations" coming within the terms of the act. Through the exercise of this power, amicable adjustments of a majority of the complaints were obtained. Not only was justice secured for the individuals in such cases, but the informality and simplicity of the hearings had

the broader and more far reaching effect of reassuring the wronged immigrants of the strength and fairness of our governmental institutions, and the further effect of creating in the minds of the American citizens involved a new viewpoint of respect for and a feeling of responsibility toward these potential citizens.

Table VI shows the detailed disposition of the complaints up to January 1, 1915. It is interesting to note that less than 25 per cent of the complaints were of a nature which could be referred to or handled by other state departments or local authorities. But even in these referred cases, the Commission performed an important function, for the majority of the complainants were ignorant of the existence of such departments, or, if they knew of them, they did not know where or how to reach them. This was particularly true in the case of newly created commissions, such as the Industrial Accident Commission. Many immigrants who had been injured while at work were taken to the offices of the Industrial Accident Commission by the interpreter of this Commission and aided in securing compensation as provided by law, where otherwise they would have received little or no compensation because of their ignorance of the law, and because of the fraud of their employers.

The Commission has instituted 11 criminal prosecutions, and appeared therein through its attorney, who acted as special prosecutor. These prosecutions have resulted in 9 convictions, only one of these being reversed by higher courts. One appeal is now pending, and 5 other cases are now awaiting trial. Evidence is now being collected in six cases in which arrests will be made and prosecutions begun within the next month.

This cooperation in criminal cases with the various district attorneys has resulted in bringing some criminals to justice who otherwise would have escaped prosecution, owing to the fact that the immigrant complainants were either too ignorant to know where to turn for aid in starting a prosecution, or too timorous to venture into strange and impressive buildings to search among numerous offices for the proper authorities, especially when they knew that only too often they would find no sympathetic hearing of their "foreign lingo" if they did finally find the proper office. This work has also impressed prosecuting authorities and other officials with the peculiar difficulties and problems of immigrants, and thus many of the old bulwarks of helplessness and prejudice, behind which these who preyed on immigrants safely hid, are broken down.

TABLE VI.

Complaints Received From January 20, 1914, to January 1, 1915, and the Disposition Thereof.*

In San Francisco.....	1,010
In Sacramento.....	908
In Los Angeles.....	130
In other offices.....	2
Total.....	2,050

Up to January 1, 1915, there were still pending or unsettled, from various causes, 617 complaints.† They are as follows:

Business fraud.....	6
Fraudulent aviation company cases.....	36
Illegal land company cases.....	13
Land fraud cases.....	15
Miscellaneous.....	545
Total.....	617

The complaints of crime and fraud of a criminal nature were disposed of as follows:

Adjusted.....	57
Claims paid in full or settled.....	52
Compromised.....	20
Convictions.....	9
Fees returned.....	20
Total.....	158

Other complaints were disposed of as follows:

Attorneys, private, referred to.....	12
Board of Health, referred to.....	6
Board of Medical Examiners, referred to.....	24
Charitable institutions, referred to.....	42
Dropped by complainant.....	37
Dismissed.....	9
Employment agencies, referred to.....	95
Industrial Accident Commission, referred to.....	57
Information, general, given.....	425
Insurance Commissioner, referred to.....	2
Legal advice given.....	76
Miscellaneous.....	103
Police Department, referred to.....	17
Public Prosecutor or Defender, referred to.....	10
Sanitary conditions improved by Commission's housing and camp inspection departments.....	41
State Labor Commissioner, referred to.....	313
State Railroad Commission, referred to.....	1
Surveyor General, referred to.....	1
United States authorities, referred to.....	11
United States Shipping Commissioner, referred to.....	1
Weights and Measures Inspector, referred to.....	3
Total.....	1,384
Grand total.....	2,655

*The Complaint Bureau of the Commission was not organized and in active operation until April 25, 1914; the Sacramento Complaint Office was not opened until August 1, 1914; and the Los Angeles Complaint Office was not opened until August 15, 1914; therefore, this table, in fact, shows only the results of a maximum period of about eight months.

†225 of these complaints are, in fact, settled or disposed of. They are of such a nature, however, that future events might make it possible for the Commission to do more for the complainants. It is for this reason that they are kept open on the complaint registers.

D. NEED OF LEGAL AID SOCIETIES, ETC.

Great difficulty in disposing of complaints where no amicable adjustment could be reached, was encountered in those cases which could not

be referred to public officials. The machinery for law enforcement where public officials can intervene was usually found to be adequate, but there is a deplorable lack of private organizations to which needy immigrants can be referred when public officials are without power to render aid. Particularly is there a great need for legal aid societies or public defenders and public prosecutors to handle civil cases in court for immigrants (as well as for needy citizens). In such cases the Commission had to avoid sending complainants to any particular attorneys, as the state can not assume such responsibility or subject itself to the possible criticism of showing favoritism. Yet it is an established fact that the immigrant usually falls into the clutches of unscrupulous attorneys who have their offices in or near the foreign colonies. The office of the public defender in the city of Los Angeles cooperated with the Commission in taking over the civil cases, but elsewhere there is no such official, or legal aid societies, and the Commission could only refer complainants generally to private attorneys and do what it could with propriety to keep them out of the hands of "shysters." The Commission has now started a movement for the organization of legal aid societies in San Francisco and in Sacramento.

There was found to be an equally great lack of reliable and efficient agencies to which destitute immigrants who can not find work could be referred for aid. Most of these complainants had at some time or other been defrauded or deceived by private employment agencies, and would not go to them even if the Commission had been willing to take the chance of recommending any; moreover, the majority of such complainants had no money with which to pay fees to an employment agency. The obvious remedy seems to be a system of free state labor exchanges, or employment offices. The evidence collected by the Complaint Bureau in this connection strongly influenced the Commission in recommending a state labor exchange as the first step toward the solution of the unemployment problem.* Furthermore, in several cities the Commission found that there are no organized or associated charities to which destitute resident immigrants can be referred even for charity relief. This makes an acute problem, especially in the city of Sacramento. Obviously, it is a problem in which destitute resident citizens are concerned as well as immigrants. Since the Governor has designated this Commission to represent the state during the present winter in an endeavor to secure uniform action by the cities in furnishing relief to the unemployed, the Commission has an opportunity to encourage and aid in the organization of associated charities, and it is to be hoped that some of this temporary work will have a lasting effect.

*A copy of the supplementary report of the Commission of Immigration and Housing on unemployment, containing a discussion concerning labor exchanges, will be mailed free on request.

E. CAUSES OF COMPLAINTS.

The nature and causes of complaints have been so varied that they can be set out effectively only in tabular form. Table VII shows the broad field covered by different forms of immigrant exploitation. But it is important that attention be called particularly to the more common and most serious frauds and abuses.

There were 193 complaints of fraud and deceit in the sale of land. While not numerically the greatest, this is probably the most serious cause of complaint. People are generally agreed that the economic assimilation of our immigrants can best be expedited by encouraging the "back to the land" movement and discouraging congestion in the cities. Yet practically all of these complaints of immigrants who had invested their savings in land were well founded, and they not only lost their meager capital but were discouraged from making further efforts to leave the cities and enter upon agricultural pursuits. News of such land frauds spreads like wildfire among immigrants, not only in the East but even in Europe. The good name of the state is endangered and the native born, as well as immigrants, are sufferers. The Commission has sought to offset these past abuses by giving widespread publicity to its prosecutions of several fraudulent land dealers. More stringent land fraud laws have also been proposed, and the creation of a land information bureau urged by the Commission.

There were approximately 260 complaints involving crimes and frauds of a criminal nature. These complaints indicate how the ignorance and helplessness of immigrants furnish food for the nourishing of criminals in our communities.

The 22 cases of fraud of attorneys-at-law, all of which were justified and of a serious nature, show how little the helpless immigrant can rely on even sworn officers of our courts. Likewise, the 6 complaints of fraud on the part of official interpreters emphasize the helplessness of the immigrant. As a result of these complaints, which were found to be based on facts, the Commission has recommended that official interpreters be put under high bond and placed under civil service.

The 31 complaints concerning "quack" doctors and illegal medical practice show what an easy prey the immigrant is for these leeches upon society. As a result of publicity obtained in this connection, the Commission started and aided in a movement to eliminate "quack" medical advertising, and evidence was furnished the State Board of Medical Examiners which led to the conviction of some of the illegal practitioners.

The 163 cases of general business frauds illustrate the difficulties the immigrant encounters in endeavoring to become more than a wage-earner and to acquire an independent business of his own. This sort of fraud discourages assimilation almost as much as does land fraud.

TABLE VII.

Transcript of Complaint Register, From January 20, 1914, to January 1, 1915, Showing Causes of Complaints.

Abuse and threats.....	9	Insurance frauds.....	25
Accidents (Industrial).....	115	Interpreter desired.....	3
Assistance wanted.....	10	Interpreters' frauds.....	6
Attachment threatened.....	1	Land frauds.....	193
Attorneys' fraud.....	22	Land title disputes.....	2
Automobile accidents.....	2	Landlords' frauds.....	2
Automobile drivers' overcharges.....	5	Legal advice wanted.....	70
Baggage damaged.....	1	Letters lost.....	3
Baggage lost.....	2	Libel.....	1
Baggage overcharge.....	1	Loans, refusal to pay.....	4
Battery.....	2	Lottery fraud.....	1
Bigamy.....	2	Lottery tickets, sale of.....	1
Blacklisting.....	3	Malicious prosecution.....	2
Boarding house frauds.....	1	Marital complaints.....	3
Breach of promise.....	2	Medical illegality.....	31
Business frauds.....	163	Medical referees incompetent and unfair.....	3
Charity frauds.....	3	Mining stock fraud.....	1
Checks fraudulent.....	5	Naturalization.....	9
Coffee house, undesirable.....	1	Neglect of children.....	1
Conspiracy.....	1	Nuisances.....	2
Contracts, breach of.....	62	Organization, suspicious.....	1
Contracts, void.....	9	Papers withheld.....	2
Contributing to delinquency.....	6	Partnership difficulties.....	3
Conversion.....	3	Pawnshop frauds.....	2
Cruelty to animals.....	3	Pension claim.....	1
Debts.....	20	Personal property lost.....	6
Dentists, incompetent.....	2	Piano sale frauds.....	4
Deportations.....	14	Pictures, indecent, mailed.....	4
Desertions.....	13	Police misfeasances.....	2
Destitution.....	28	Probation desired.....	1
Detention of children.....	2	Prostitution.....	12
Detention of person.....	4	Railroad overcharges.....	1
Detention of property.....	6	Saloon complaint.....	1
Discrimination.....	1	Seduction.....	2
Employment agency frauds.....	170	Sickness.....	3
Employment, dangerous.....	1	Spite fence.....	3
Employment desired.....	180	Storage overcharges.....	2
Ejections and evictions.....	6	Tailor's fraud.....	1
Exclusion from unions.....	2	Taxes excessive.....	1
Failure to provide.....	5	Tenement law violation.....	1
False arrests.....	2	Thefts.....	8
Financial assistance.....	3	Ticket frauds.....	10
Fines unjust.....	2	Time check frauds.....	4
Food impure.....	3	Tools lost.....	1
Fraud, general.....	40	Tramp annoyances.....	1
Gambling frauds.....	4	Transfer company frauds.....	3
Gas, refusal to deliver.....	1	Undertaker's extortion.....	1
Guardianship improper.....	1	Usury.....	1
Hop-pickers' bonus frauds.....	6	Wage claims.....	287
Hospital complaints.....	2	Water supply at camps inadequate.....	10
Hospital treatment desired.....	1	Weights for hops incorrect.....	9
Immigration irregularities.....	10	Weights, incorrect.....	3
Immorality.....	15	White slavery.....	6
Information wanted.....	246	Witness, interference with.....	1
Insanitary labor camps.....	32		
Insanitary living conditions.....	15	Total.....	2,059
Insanitary ship.....	1		

The 9 cases of contributing to the delinquency of minors, together with the 6 cases of white slavery charges, evidence the fact that the usually friendless and trusting immigrant girls are easy victims of the adroit exploiters of the underworld. Though the number of cases in this connection is seemingly small, it is really surprisingly large in view of the fact that these cases were reported voluntarily and to ferret them out no effort was made. The Commission plans to make a more positive effort and take the initiative in protecting immigrant women, if it is granted a sufficient appropriation.

The 186 cases where assistance in obtaining employment was requested indicate the difficulty immigrants have in becoming productive units who are not familiar with our language or with our labor markets. This emphasizes again the need of free labor exchanges, already alluded to, as does the record of 170 complaints concerning employment agency frauds. Independent inspections of private employment agencies in connection with the unemployment investigation disclosed many further instances of fraud.

The 326 cases where information and advice were requested show the important part the Commission can play in aiding immigrants to become useful citizens.

The 25 complaints concerning fraud on the part of insurance companies, most of which were justified, are typical in that they represent the result of the practice of many companies, in all kinds of business, of employing notoriously unscrupulous agents, who exploit the credulity of immigrants.

The 10 complaints of misrepresentation and fraud in the sale and refund of transportation tickets are prophetic of the abuses in this connection that will have to be guarded against when there is more direct immigrant travel to and from California through the Panama Canal.

That employers make a practice of holding back the wages of immigrant laborers is evidenced by the 287 wage claim cases. Only a few of these claims were without foundation. Owing to the fact that the Commission has given wide publicity in foreign languages to its Complaint Bureau, many of these cases were filed, brought to the attention of the Commissioner of the Bureau of Labor Statistics, and settled, where otherwise the immigrants would have been worn out by delay and would have left their claims uncollected, not knowing of the aid rendered by the Labor Bureau in this connection. All wage claim cases have been referred to the Bureau of Labor Statistics and the Commission has cooperated in collecting evidence and in furnishing translations and interpreters when necessary.

TYPICAL CASES.

In order to better visualize the peculiar problems of the immigrant and the ingenious frauds practiced upon him, a few typical cases that have been handled by the Complaint Bureau are here summarized.

LAND FRAUD.

I. An ignorant Slavonian, while residing in the State of Washington, received a letter from a real estate company in San Francisco. The letter stated that the company understood that this man was a leader in the Slavonian colony and that, in view of that fact, they were sending an agent to call upon him with an attractive offer of a fine city lot for \$27.50. It was explained that this offer was made in order that he, as a famous man, might aid in advertising the company. Later, the agent called as promised and represented to the Slavonian that the lot offered for sale was in a suburb of San Francisco, twenty minutes from the center of the city and on a five cent car line. It was represented that the streets were laid out and paved. The fare to San Francisco was more than \$27.50, so that the Slavonian decided to pay without going to see the land.

Upon investigation, the Commission found that this company had sold lots to nearly one hundred immigrants and to as many American citizens. The prices varied from \$27.50 to \$250.00. Two agents of the Commission were used as detectives to investigate the case. When they called upon the company and pretended to be hunting jobs as salesmen, the manager frankly stated the scheme was fraudulent; that if the people saw the land they would never buy it. These agents tricked the manager of the company into sending statements of this nature, as well as other fraudulent statements, through the mail.

The land was investigated and found to be an unsurveyed tract in the hills two hours distant from San Francisco; the railroad fare is 75 cents for the round trip. The Commission sent out letters to all purchasers and thus succeeded in obtaining over forty fraudulent letters mailed out by the company to innocent purchasers.

The case was taken up with the federal post office authorities and all the members of the company were arrested charged with using the mails to defraud. They were held guilty by the committing magistrate and are now awaiting trial.

II. A large company subdivided its properties into small farms and town lots and engaged in elaborate advertising, particularly in immigrant quarters and among laboring people. They employed salesmen who spoke many languages, and were thus able to induce scores of immigrant laborers to invest thousands of dollars in this land. The foreign speaking salesmen promised the immigrants steady work for at least three years at a wage of \$2.25 per day; explained that the company would irrigate all the land and furnish many improvements and further assured them that these promises were contained in the contracts which the purchasers signed but could not read. Not one of these promises was written in the contracts. The company gave employment to some for a few days, denied it to others altogether, never installed the promised irrigation, finally discharged all laborers, ceased improvements, and practically shut down. Unfortunately, the laws concerning fraud are not broad enough to allow criminal prosecution. As a result, stricter laws have been proposed by the Commission.

In some cases the Immigration Commission induced the company to refund the pitifully small savings deposited by these defrauded purchasers; in other cases the company has made new contracts, waiving interest and giving more time for payments. In most cases the company retained the ill-gotten money and the poor immigrants have gone away in disgust, to hunt another "job," vowing that they would never again attempt to buy land in California. So not only the discouraged immigrant, but also the state loses.

III. In another land case some real estate operators secured options on a large tract of arid, waste land in the northern part of the state. The tract was subdivided for sale, but no effort was made to sell in this state. Instead, the company used several Bohemian newspapers in the east as advertising mediums and ran full page advertisements for several months to the effect that a strictly Bohemian colony was to be established. A few months after this advertising campaign began, a picture of an attractive California town was reproduced in the center of the advertisement; it was stated that many Bohemian settlers had arrived, that streets were laid out, many homes erected, and that the surrounding farms were being cultivated. Immediately, Bohemians from all over the country were lured by these representations and many bought twenty-five and fifty acre tracts through the mail, at prices ranging from \$50 to \$65 per acre, being warned that they would have to "act at once" if they wished to get in on the big scheme. When these purchasers came to California, after selling their small holdings in other states, they found a barren, rocky tract of land, no settlers, and in place of the thriving village a rain washed sign bearing the inscription "Domov," meaning "Home!"

Several purchasers complained to the Immigration Commission. Agricultural experts, who were called in, stated that the land was full of alkali, fit only for sheep pasturage, and perhaps not even for that, owing to the lack of vegetation in the dry months. The Commission has collected all the fraudulent advertisements and letters of the company and a criminal prosecution is to be begun in the federal courts on the charge of using the mails to defraud. Some of the purchasers, on the advice of the Commission, have instituted civil suits to recover the purchase price.

IV. In a similar case, land near San Francisco was advertised and sold almost exclusively among immigrant laborers in distant construction camps. The men did not leave their work to look at the land, because they would have lost their jobs, so they bought on the installment plan upon the strength of representations made by agents, and by the promoter through the mail. The land was described as "suburban farms and lots" in a beautiful tract with streets and walks laid, on the edge of a thriving town. When one of the defrauded purchasers became suspicious and wrote to the Commission, an investigation was made. It was found that the land was not even surveyed, that it was rough and mountainous, covered with brush and rocks, and miles from any town. The post office authorities prosecuted the promoter for using the mails to defraud, the Commission aiding in collecting the evidence, and he is now serving a sentence of two years in a federal prison. Several Italians and Greeks had paid installments of from \$200 to \$450 apiece, and the Commission is endeavoring to secure a refund of this money.

V. A Swiss bought lots in the city of Richmond on an installment contract and was five years in completing his payments. The contract provided the seller was to pay taxes on the then assessed value, the buyer those on any increased value. At the end of the period, \$20 taxes were demanded before a deed would be given. The Swiss thought this was too much and complained to the Commission. An investigator obtained from the county assessor the assessed values and rates for each of those particular years. Computation showed about 91 cents actually due. When confronted with these facts, the company auditor passed over the deed for \$1.50, the complainant being generous enough to allow the few additional cents and the auditor being small enough to demand them.

VI. An illiterate Italian requested information regarding a cooperative land venture which he had been invited to join. Glowing promises had been made to him, the land was represented as extremely valuable, and he was assured that the project had the backing of great financiers. It was not technical information he wanted, but advice as to the financial soundness of the scheme, which he was entirely unable to investigate. The Immigration Commission sent an investigator to interview the chief promoter, followed the clues obtained, and made inquiries at different sources. It was ascertained that the people interested had a poor, wild tract of land, little money, few settlers, and hazy plans, and that furthermore there was much dissension among themselves. The venture was obviously doomed to failure. The Italian was warned of the unstable nature of the scheme and advised to avoid it. He did so and probably avoided losing the savings of many years.

TAXICAB FRAUD.

Five Mexicans, lacking all knowledge of the English tongue, were met, on their arrival at the Ferry Building in San Francisco, by an officious taxicab driver. With his plated badge he made a great impression on the foreigners, and induced them to believe he was a city official and that they *had* to enter his cab. They would rather have walked to their hotel, which was near by, but feared to violate some rule of the government. The hotel was only four blocks distant, but the way the driver took was so roundabout that a full two hours was consumed in the trip. The newcomers were asked to pay \$7.50, although the legal taxi fare was \$1.50. But, as they had only \$6.50 among them, the driver finally consented to take \$6. When the driver was confronted by a Commission deputy he readily restored \$4.50 to the defrauded Mexicans. The Mexicans left town before prosecution could be begun, but this particular driver will be more careful in dealing with immigrants in the future.

BAGGAGE FRAUD.

A French woman on landing at the Ferry Building in San Francisco looked for a reliable man to take care of her baggage. A solicitor presented himself and assumed to represent a reputable transfer company. He took the check and agreed to deliver the baggage for \$1.25. In reality this man had no means of carriage at all. What he did was to turn over the check to one of the leading companies and arrange for its delivery at the address given. But he paid the company only 50 cents, the regular fee, and therefore made 75 cents on the transaction. This

"scalper" and his numerous fellows gain their living by trading upon the ignorance of immigrants. This particular man learned that the case had been reported to the Commission and left the city hurriedly.

FAKE ATTORNEYS.

I. A Greek, long resident in San Francisco, advertised as an attorney in many of the foreign papers. As a matter of fact, he was not an attorney, but many immigrants of all nationalities went to him with their legal and business troubles. He drew up many bills of sale, contracts, partnership agreements, and other legal papers which proved to be utterly worthless from a legal standpoint. Whenever a case had to go to court he employed cheap "shyster" lawyers to appear for him and charged his ignorant clients stupendous fees. The Commission of Immigration collected evidence concerning this man, its attorney prosecuted him under the Penal Code provision in regard to falsely advertising as an attorney, and he was sentenced to six months in the county jail.

II. In a case almost identical with the one above, a foreign born resident of San Francisco acted as a sort of police court "runner" for a firm of lawyers, and likewise advertised himself as a lawyer on placards in cheap restaurants and hotels. This man was an attorney in his own country, but had never been admitted to practice here. Numerous immigrants were "fleece'd" by this man, and by means of threats that he could send them to prison on account of laws peculiar to the United States if they did not pay his exorbitant demands for fees for trifling services, he has extorted literally thousands of dollars from the foreign colony of San Francisco. The Commission prosecuted this man, but was unable to convict him, because of certain legal technicalities. However, his "practice" was discontinued as a result of the publicity given to the case.

INSURANCE FRAUDS.

I. An Italian who had been in this country only a few months and spoke little or no English, was prevailed upon by a suave agent to take out a combined life and sick benefit policy in a supposedly reliable insurance company. He was told that this would fully protect his wife and three little children, to whom he was passionately devoted. There were many long paragraphs in fine print on the policy, but the American agent, through the Italian's ten-year-old daughter, who had learned English at school, explained that these were meaningless things required by law and that the policy covered any sickness or death from any cause. When the insured man became seriously ill of pleurisy, a kindly Italian doctor reported the fact to the insurance company; the company doctor called and made a cursory examination, saying not a word. The next day a formal notice was sent to the sick man that his policy was forfeited because he had refused to allow an examination for tuberculosis, and a part of the fine printed matter covering such an instance was quoted. To the bedridden man this message was meaningless, and the little family was too distressed and helpless to do anything. Three months later the man recovered sufficiently to come to the office of the Commission. He swore he had not refused to be examined by the company doctor. He went with a Commission interpreter to the company's office and offered to permit any examination. The general manager informed the interpreter that "our doctor's word is final, and though

the defense is technical it is just!" The man suffered a relapse; the Commission had to call in the Associated Charities to support the family. The Immigration Commission appealed to the company to pay something, and before a reply was received the man suddenly died. Then it was found that the policy covered only violent, accidental deaths. However, \$90 was really due under the sick benefit clause, and the Commission urged the widow to put the case in the hands of an attorney who volunteered his services. But an agent of the company called the day after the funeral and prevailed upon the distracted and penniless widow to take \$10 as settlement in full, and she dropped the case.

II. An Armenian was approached by an agent of an accident insurance company, but declined to purchase accident insurance, saying he wanted to insure against fire. The agent thereupon sold this Armenian a policy which he represented furnished fire protection. It turned out to be an accident policy after all, as the Armenian discovered when he had already paid a \$5 premium. The company claimed it was not bound by the acts of its agents, but after some argument \$3.75 was refunded the victim of the misrepresentation, the remainder being kept as a premium to cover the risk during the period the policy had been in existence and the few days still left to run.

FRAUDULENT CHECKS.

A little immigrant woman was persuaded to cash a \$50 check for a young man of supposedly good family, who had ingratiated himself in her esteem. The check was returned unpaid, with the statement that the man had never opened an account in the bank. The affair dragged on for weeks with repeated promises to pay, and finally the man disappeared. The case was brought to the attention of the Immigration Commission. With the aid of the police the culprit was located and arrested for the statutory offense of cashing a check without sufficient funds, whereupon a prompt settlement was made by his relatives, and the case dismissed. In two other cases where fraudulent checks have been passed on immigrants, the Commission has brought criminal actions. Suspended sentences were given when the money was refunded.

GENERAL BUSINESS FRAUDS.

I. A salesman of an automatic piano company induced two Greek boys to install one of his pianos in their restaurant. He explained that the deal was to be "at no cost" to them, for the piano was to be paid for, by the nickels collected in its box. The Greeks, however, were persuaded to sign an innocent appearing document for the protection of the company as owner. In reality they bound themselves in this document to pay \$850 for the piano. So far did the agent press this alleged obligation that an attachment was actually levied on the restaurant. But through the efforts of the Commission the matter was brought to the attention of the company's officers, a new agreement according to the terms of the original understanding was drawn up, and the Greeks released from their predicament. Four similar cases with such companies were settled in the same manner.

II. The defendant in another case used the simple and yet effective scheme of selling a half interest in his cleaning establishment. He had a little cubby hole of an office, run so it was more "establishment" than "cleaning." The complainant, however, was an easy going immigrant

from Northern Europe, and was easily "stuffed" with stories of vacuum cleaners and lucrative incomes. He paid \$50 cash for a partnership interest, and bound himself to pay \$100 in installments. The profits from which the installments were to be met were not forthcoming, however, as none of the much talked of customers appeared, and the defendant was at the point of seeing his little game culminate successfully in the "freezing out" of the new man, when the Commission stepped in. The swindler was arrested on a charge of petit larceny by trick and device, and when haled before the court he offered to restore \$40 to the victim of the hoax. The latter accepted this offer, as it meant more to him than the imprisonment of the defendant, and, as he refused to testify, the case was dismissed.

GENERAL IMPOSITION.

I. A young German girl traveling to marry her lover in Honolulu was accosted on the train by a middle-aged man. He assisted her with trifling favors, and gradually established such an intimacy that he proposed matrimony. But the girl proceeded to Honolulu. However, the gracious attentions of this generous and seemingly wealthy fellow traveler had made her dissatisfied with her lover's comparatively low estate. So she returned to San Francisco, hoping to find the man who had sought to wed her. She came to the offices of the Commission for assistance. Investigators located the man and discovered that he had met his former wife, now divorced, and was contemplating a remarriage with her. When he learned of the Immigration Commission's interest in the case, he fled with his divorced wife. The girl was warned of these facts and committed to the careful charge of the Travelers' Aid and the Y. W. C. A.

II. An Italian window washer, injured by an automobile, found neither the owner nor her liability insurance company inclined to pay him any compensation. The owner claimed there had been no carelessness on her part. The insurance company cheerfully suggested a suit at law, as they learned that the man was destitute and probably unable to bring suit. The Italian's outraged sensibilities and angry demands only added to the obstinacy of the others. Through the intervention of the Immigration Commission, however, the insurance company was induced to consider some friendly settlement on a reasonable ground, as there was considerable evidence of fault on the part of the driver of the automobile. As the man's injuries were not serious, and his chief damage was loss of time, his case was compromised for \$50.

"QUACK" DOCTORS.

To the Commission's already lengthy list of complaints against "quack" doctors, a Sacramento Greek added three. He stated that these irresponsible and unlicensed physicians, two Chinese and one American, were advertising widely their herbs and extraordinary cures for all diseases, venereal and otherwise. These advertisements were printed in a Greek newspaper, in the Greek language. It is calculated that inestimable physical injury as well as monetary loss can be traced to these charlatans. As the California Board of Medical Examiners is conducting a strenuous campaign against all such "quacks," the matter was referred to it, and already one of the three has been convicted on the charge of practicing medicine without a license.

GENERAL AID AND ADVICE.

A Servian went to a rural post office to register and mail a letter to Belgrade. As it contained a draft, he was much disturbed to find, after some months, that it had not arrived. He was unable to explain his difficulty to the authorities, as he spoke no English. The Commission took the matter up with the local postmaster, obtained the necessary form for the Servian to fill out, and saw that he wrote in the necessary information. The difficulty has now been referred by the Immigration Commission to the Washington authorities, in the hope of hastening the investigation and shortening, as far as possible, the inevitable delay due to the war.

SEDUCTION.

A pretty and innocent immigrant girl from a hill town of Italy, who found work as a domestic servant in San Francisco, was assiduously courted by a well to do hotel owner. He lavished attentions upon her and finally won her promise to marry him. He put off the marriage from month to month on the plea of financial reverses. At length he played upon her sympathies and induced her to enter into illicit relationship with him, saying that they would soon be married anyway. In a few months he jilted the girl. A baby came and she pleaded with him to marry her. He answered by marrying another woman. The girl was earning \$35 a month and had to pay \$20 a month to a home where the baby was placed, and to provide it with clothes. The father paid not a cent toward the support of the child.

The Commission instructed its attorney to prosecute the man in any way possible. A law had been passed in 1913 making the father of an illegitimate child civilly liable for its support, but the girl-mother had no money to hire an attorney. Consequently, a criminal action was instituted under the Penal Code section making the parents of children liable for failure to support. This section in the past had been applied only to the parents of legitimate children, but it has been contended in this case that the new civil statute now imposes a duty of support on all parents, and that therefore the defendant is criminally liable. This point was decided in favor of the Commission in the police court, and in the superior and appellate courts on habeas corpus, and it has now been appealed to the supreme court. If this case is decided in favor of the prosecution, it is estimated that approximately \$50,000 will be saved the state annually in contributions to the support of illegitimate children, as such criminal prosecution will bring in the payments of large fines, and also the fear of prosecution will tend to make fathers of illegitimate children support them voluntarily.

IV. HOUSING.

In section 8 of the creating act, the commission is given power "to enter into tenement houses, buildings and dwelling places for the purpose of inspecting such houses, buildings, and dwelling places to secure compliance with state tenement and building acts and municipal building ordinances and to prevent violation thereof," and in addition there was given "the right to examine the records of the various city departments charged with the enforcement of the tenement house law and other building regulations and to secure from them reports and copies of their records at any time." Obviously one of the grave questions within the problem of immigration is that of the ever miserable housing of the aliens within our cities. It was for this reason that these powers of housing investigation were vested in this Commission.

San Francisco naturally presents the gravest existing housing and congestion problems, and the danger of future immigrant congestion is limited largely to that city. Consequently, the Commission made its initial investigation in that city in order to determine the scope of its work in housing. The reports of their preliminary surveys are set out in chapter I of this report under A and B. Conferences were also held with the State Board of Health, local health officers, the Housing Association of San Francisco, and the Los Angeles Housing Commission in order to profit by their experience and obtain their views as to what particular problems were most pressing and demanding of immediate attention.

These surveys and conferences disclosed the fact that the problem of the Commission was exceedingly difficult because the enforcement of the state housing laws is entrusted to the boards of health and building departments of the cities and towns. Uniformity of action is therefore difficult, and there is no central authority to which the Commission could present a general campaign of action for correcting the abuses which might be discovered. It was determined that the first duty of the Commission, as a state organization, was to secure the uniform enforcement of the two state housing laws—the Tenement House Act and the Hotel and Lodging House Act. It is in tenements and cheap lodging houses that immigrants usually congregate; moreover, it was found that little or nothing was being done to enforce these, the only state laws pertaining to housing. The concrete work before the Commission, therefore, was to stimulate into action the municipal authorities where bad housing conditions were found, principally in enforcing the state laws, and incidentally in enacting and in enforcing municipal ordinances pertaining to all dwellings.

In the following pages summaries of the housing surveys of the different cities are set out, together with the results obtained in each locality. These reports make it apparent that California generally has not awakened to a realization of its housing problems, or its opportunities in this connection as a comparatively new state. Feeling secure for the present with its broad acres and more or less scattered population, the state is not insuring against the future as it should by watching over each step in city housing construction and development, and by keeping a careful supervision over maintenance according to the laws of health and sanitation. Since the Commission had so many other fields of activities, its limited appropriation permitted the employment of only one housing expert, who was assisted at times by one, and at times by two, investigators. Consequently, the accomplishments of the Commission in securing concrete results have been comparatively small, and its main achievement has been the inspiring of the local authorities with a sense of duty. But it is apparent that if the work is to have any lasting effect, it must be continued, and on a larger scale, with a special appropriation for that purpose.

SAN FRANCISCO.

1. Tenements.

Following the general preliminary housing investigation in San Francisco, an intensive survey was made in that city's Telegraph Hill and North Beach districts during March and April, 1914. A house to house survey of two solid blocks on Telegraph Hill and a detailed study of law violations in fifty scattered tenements selected at random were made. These investigations were conducted to secure definite evidence that would convince the local authorities that city housing inspectors were needed, not only to see to the enforcement of specific laws, but also to protect the community from conditions amounting to public nuisances dangerous to the health and morals of the community.

In these inspections the inspectors were not allowed to deal in generalities. In cooperation with housing experts, cards were carefully prepared, upon which detailed and specific measurements were recorded to show the most serious housing and sanitary violations.

Table VIII shows the worst violations of the tenement house act in the thirty-four tenements which were found to be in the most dangerous condition. It is truly startling to note that there were 392 serious violations found in these thirty-four houses, and that there were innumerable violations of less importance in each building. While all these houses were not built in actual violation of laws that were in existence when they were constructed, still these violations of the present law show that careful watch should be kept over the construction of new houses, and many conditions even in old buildings could be remedied

TABLE VIII. Bad Law Violations in Thirty-four Tenement Houses in San Francisco. Telegraph Hill.

Address	Inner or corner lot	Yard, size	Lot line, outer courts		Lot line, inner courts		Inner courts		Per cent lot occupied	Intakes to courts	Drainage of courts	Width of entrance	Width of public stairs	Fire escapes	Bath	Toilets ventilated	Condition of toilet floor	Number of rooms without any windows	Number of inside bedrooms	Number of bedrooms, courts less than 30 square feet area	Congestion	
			Size	Area, square feet	Size	Area, square feet	Size	Area, square feet													Cubic air space	Number of persons
429 Green street.....	Inner	None	6' 1" x 5' 8"	36	5' 0" x 8' 9"	48			94	None	None	2' 9"	2' 7"	None	None	Not	Not painted		3		1,164 cu. ft.	
402 Green street.....	Inner	None	2' 11" x 2' 11" x 4' 3"	5	3' x 3' 9"	11.2			97	None	None			None	On roof; 1 for 6 apts.	Not	Not painted			8	1,312 cu. ft.	
			3' 3" x 3' 9" x 5'	6	3' x 6' 3"	18.7															1,146 cu. ft.	
506-8-10 Vallejo street.....	Inner	None	2' 10" x 4' x 2' 8"	4	3' 7" x 2' 6"	9			95	None	None to outer lot line, et.			None	None	Not					945 cu. ft.	
					2' 10" x 3' 7"	10															976 cu. ft.	
1231-53 Kearny street.....	Corner	None			3' 9" x 10' 10"	40.5			97	None to lot line, inner court.			2' 6"	None	None for 7 apts.	Not	Not painted		1		683 cu. ft.	
1245-47 Kearny street.....	Inner	None												None	None	Not	Not painted	1 (bedroom)	4		875 cu. ft.	
7 Varennes street.....	Inner	None							87				2' 10"		Not connected.	Not	Not painted		1		906 cu. ft.	
																					863 cu. ft.	
1239-41 Kearny street.....	Inner	None											2' 7"		None	Not	Not painted		3		802 cu. ft.	
																					807 cu. ft.	
421 Union street.....	Corner	None			7' x 3' 9"	26.2			97.3	None	None				None	Not	Not painted				869 cu. ft.	
405 Green street.....	Inner	None							88.3	None	Drain in pipe stopped up.			None	None	Not	Not painted	2 (bedroom)	1		980 cu. ft.	
505 Green street.....	Inner	None							100	None	None	2' 6"	2' 4"	None	None	Not	Not painted		3	3	512 cu. ft.	
100 Varennes street.....	Corner	None			3' 7" x 6'	21.5			97	None	None	2' 10"		None	None	Not	Not painted				642 cu. ft.	
1316-18-20 Kearny street.....	Inner	None							80		None to lot line, inner et.			None	None	Not			2	2	354 cu. ft.	
1357-59 Kearny street.....	Corner	None							92			2' 10" and 2'		None	None	Not	Not painted	1 (bedroom)			781 cu. ft.	
																					718 cu. ft.	
6-8-10 Windsor street.....	Corner	None	7' 9" x 2' 9"	21	5' 3" x 6' 5"	33.6			97	None	None			None	None	Not	Not painted				1,035 cu. ft.	
					5' 3" x 6' 9"	35.4															792 cu. ft.	
1315-17 Bannam street.....	Inner	None			3' 1" x 2' 3" x 3' 5" x 4' 8"	10.6			91	None					None	Not					945 cu. ft.	
					3' x 3' 5" x 1' 4" x 3' 1"	6.8																
356 Green street.....	Inner	4' 3"			4' 11" x 3' 11"	14.2			92				2'	None	1 for 5 apts. in basem't.				1		1,106 cu. ft.	
					4' 3" x 3' 6"	14.5															1,020 cu. ft.	
370-72 Green street.....	Corner	None								None			2' 7"	None		Not					1,144 cu. ft.	
17 Sonora street.....	Inner				2' 9" x 6' 3"	17			88							Not			3		912 cu. ft.	
1223 Kearny street.....	Inner	8' 3"													None	Not			2		806 cu. ft.	
326 Vallejo street.....	Corner	None			2' 6" x 4'	10			90.5	None					None to 2 rear apts.	2 not					600 cu. ft.	
1249 Kearny street.....	Inner	None							100			2' 8"			None	Not			2		800 cu. ft.	
406 Green street.....	Corner	None							100			2' 10"			None	Not			3		960 cu. ft.	
404 Green street.....	Inner	None							99			2' 10"			None	Not					785 cu. ft.	
1230 Kearny street.....	Inner	None							98	None	None			None	None	Not					779 cu. ft.	
1313-14 Kearny street.....	Inner				3' 6" x 3' 9"	23.6			95				2' 3"	None	None							
					3' 7" x 5' 3"	18																
454-56 Union street.....	Inner				7' x 7' 10"	44.9			97			3' 4" and 2' 11"										
					3' x 9' 3"	27.7																
397 Green street.....	Corner	None			3' 10" x 3'	11.5			95	None	None			None	None	Not	Not painted		3	2	770 cu. ft.	
32-54-56 Varennes street.....	Inner	None	3' 8" x 3' 7" x 3' 3"	4.3					90	None	None to lot line, outer et.		2' 7"	None	None	Not	Not painted				1,040 cu. ft.	
6-10 Reno place.....	Inner	None	3' 3" x 17'	55	2' 9" x 3' 6" x 1' 9"	2			98	None	None for lot line, inner et.	3'	2' 3"	None	Baths not ventilated	Not	Not painted				927 cu. ft.	
513-14-16 Vallejo street.....	Inner				7' x 3'	21			77	None	None		2' 8"	None							812 cu. ft.	
					4' x 3' 8"	14.6															955 cu. ft.	
1219 Kearny street.....	Inner	None	2' 10" x 23' 10"	67					94	None						Not	Not painted		5		692 cu. ft.	

TABLE VIII. Bad Law Violations in Thirty-four Tenement Houses in San Francisco, Telegraph Hill.

Lot line, inner courts		Inner courts		Per cent lot occupied	Intakes to courts	Drainage of courts	Width of entrance	Width of public stairs	Fire escapes	Bath	Toilets ventilated	Condition of toilet floor	Number of rooms without any windows	Number of inside bedrooms	Number of bedrooms, courts less than 20 square feet area	Congestion		Miscellaneous violations and general remarks	
Size	Area, square feet	Size	Area, square feet													Cubic air space	Number of persons		
5' 6" x 8' 9"	48			94	None	None	2' 9"	2' 7"	None	None	Not	Not painted			3	1,164 cu. ft.	4		
3' x 3' 9"	11.2			97	None	None			None	On roof; 1 for 6 apts.	Not	Not painted			3	1,312 cu. ft.	7		
3' x 6' 3"	18.7															602 cu. ft.	4		
																945 cu. ft.	4		
																970 cu. ft.	4		
3' 7" x 2' 6"	9			95	None	None to outer lot line, et.			None	None	Not					683 cu. ft.	5		
2' 10" x 3' 7"	10															870 cu. ft.	3		
3' 0" x 10' 10"	40.5			97	None to lot line, inner court.			2' 6"	None	None for 7 apts.	Not	Not painted		1		906 cu. ft.	4	Toilets in filthy condition.	
																808 cu. ft.	4	Garbage thrown in court.	
																832 cu. ft.	3		
																805 cu. ft.	4	Wood buckets used as garbage cans.	
													1 (bedroom)	4		747 cu. ft.	3		
				87				2' 10"	None	Not connected.	Not	Not painted		1		750 cu. ft.	3		
																697 cu. ft.	4		
																809 cu. ft.	3		
																990 cu. ft.	5		
																846 cu. ft.	3		
																801 cu. ft.	3		
																745 cu. ft.	5		
																838 cu. ft.	3	Vile odors in one apartment.	
7' x 3' 9"	36.2			97.3	None	None				None	Not	Not painted						Rubbish and stagnant water in court. Guinea pigs and dogs on premises.	
				88.3	None	Drain in pipe stopped up.				None	Not			2 (bedroom)	1			One toilet used by three apartments.	
				100				2' 6"	2' 4"	None	Not	Not painted	3	3				Building altered under 1913 law. Court built in to ventilate two inside bedrooms.	
3' 7' x 6'	21.5			97	None	None	2' 10"		None	None	Not	Not painted							
				80		None to lot line, inner ct.			None	None	Not		2	2					
				98				2' 10" and 2'	None	None	Not	Not painted	1 (bedroom)					Two toilets for six apartments. Both filthy. Garbage and refuse in court. Building ought to be condemned.	
5' 3' x 8' 9"	33.6			97	None	None			None	None	Not	Not painted							
5' 3' x 6' 9"	35.4			91	None					None	Not				3	1,026 cu. ft.	3	Toilet under stairs. Garbage in court.	
3' 1' x 2' 3' x 3' 5' x 4' 8'	10.6																		
3' x 3' 8' x 1' 6' x 3' 1'	6.6																		
4' 11' x 2' 11'	14.2			92	None			2'	None	1 for 5 apts. in basem't.						1,166 cu. ft.	4		
4' 3' x 3' 6"	14.8																		
2' 9' x 6' 3"	17			88						None	Not				3			Toilets under stairs. Three toilets for five families.	
										None to 2 rear apts.	Not				2				
2' 6' x 4'	10			88.5	None			2' 8"	None	None	Not				2		804 cu. ft.	4	Toilet in kitchen on first floor. Used by two families.
				100					None	None	Not				3		980 cu. ft.	3	
				100				2' 10"	None	None	Not						783 cu. ft.	3	
				99				2' 10"	None	None	Not						770 cu. ft.	4	Garbage scattered about premises.
				98	None	None													
3' 6' x 3' 9"	23.6			85				2' 3"	None	None									
3' 7' x 5' 5"	19																		
7' x 7' 10"	44.3			97				3' 4" and 2' 11"		None	None	Not	Not painted		3	770 cu. ft.	3	Toilets are very filthy.	
3' x 9' 3"	27.7																		
3' 10' x 3'	11.5			98	None	None				None	None	Not	Not painted			1,040 cu. ft.	5		
																927 cu. ft.	4		
																812 cu. ft.	3		
																955 cu. ft.	5	Garbage and refuse in court. One exit for three front and three rear apartments.	
				85	None	None to lot line, outer ct.		2' 7"	None	None	Not	Not painted							
						None for lot line, inner ct.													
2' 9' x 3' 6' x 1' 0"	2			98	None			3'	3' 3"	None	Baths not ventilated	Not	Not painted			3		Court ventilates bedroom and toilet.	
7' x 3'	21			77	None	None		2' 6"	None									Windows on lot line.	
4' x 3' 6"	14.6			94	None					None for 9	Not	Not painted			5	623 cu. ft.	2		
																646 cu. ft.	3		
																1,357 cu. ft.	4		

506-8-10 Vallejo street.....	Inner	None	2' 10" x 4' x 2' 8"	4	3' 7" x 2' 6"	9			95	None	None to outer lot line, et.			None	None	Not				1,100 cu. ft.	
					2' 10" x 3' 7"	10														602 cu. ft.	
					3' 9" x 10' 10"	40.5														945 cu. ft.	
1251-53 Kearny street.....	Corner	None							97	None to lot line, inner court.		2' 6"	None	None for 7 apts.	Not	Not painted		1		976 cu. ft.	
																				680 cu. ft.	
																				675 cu. ft.	
																				908 cu. ft.	
																				800 cu. ft.	
1245-47 Kearny street.....	Inner	None							87			2' 10"	None	Not connected.	Not	Not painted	1 (bedroom)	4		802 cu. ft.	
7 Varennes street.....	Inner	None															1			747 cu. ft.	
																				730 cu. ft.	
																				697 cu. ft.	
																				809 cu. ft.	
1239-41 Kearny street.....	Inner	None										2' 7"		None	Not	Not painted		3		960 cu. ft.	
																				846 cu. ft.	
																				801 cu. ft.	
421 Union street.....	Corner	None			7' x 3' 9"	26.2			97.3	None	None			None	Not	Not painted				745 cu. ft.	
																				838 cu. ft.	
405 Green street.....	Inner								85.3	None	Drain in pipe stopped up.			None	None	Not		2 (bedroom)	1		
505 Green street.....	Inner	None							100			2' 6"	2' 4"	None		Not	Not painted	3	3		512 cu. ft.
100 Varennes street.....	Corner	None			3' 7" x 6'	21.5			97	None	None	2' 10"		None	None	Not	Not painted				642 cu. ft.
																				954 cu. ft.	
1316-18-20 Kearny street.....	Inner	None							89		None to lot line, inner et.			None	None	Not		2	2		781 cu. ft.
																				718 cu. ft.	
1357-59 Kearny street.....	Corner	None							92			2' 10" and 2'		None	None	Not	Not painted	1 (bedroom)			1,035 cu. ft.
																				792 cu. ft.	
																				945 cu. ft.	
6-8-10 Windsor street.....	Corner	None	7' 9" x 2' 9"	21	5' 3" x 6' 5"	33.6			97	None	None			None	None	Not	Not painted				
					5' 3" x 6' 9"	35.4															
1315-17 Bannam street.....	Inner	None			3' 1" x 2' 3" x 3' 5" x 4' 8"	10.6			91	None					None	Not				3	1,028 cu. ft.
					3' x 3' 8" x 1' 4" x 3' 1"	6.6															
					4' 11" x 2' 11"	14.2															
					4' 3" x 3' 6"	14.8			92			2'		None	1 for 5 apts. in basem't.				1	1,108 cu. ft.	
356 Green street.....	Inner	4' 3"																		1,080 cu. ft.	
370-72 Green street.....	Corner	None										2' 7"		None							1,144 cu. ft.
17 Sonora street.....	Inner				2' 9" x 6' 3"	17			88							Not				3	912 cu. ft.
1223 Kearny street.....	Inner	8' 5"																			
520 Vallejo street.....	Corner	None			2' 6" x 4'	10			90.5	None					None to 2 rear apts.	2 not				2	905 cu. ft.
1249 Kearny street.....	Inner	None							100			2' 8"			None	Not				2	804 cu. ft.
406 Green street.....	Corner	None							100			2' 10"			None	Not				3	950 cu. ft.
404 Green street.....	Inner	None							89			2' 10"			None	Not					
1230 Kearny street.....	Inner	None							98	None	None			None	None	Not					785 cu. ft.
																					770 cu. ft.
1312-14 Kearny street.....	Inner				3' 6" x 3' 9"	23.6			85			2' 3"		None	None						
					3' 7" x 5' 3"	18															
					7' x 7' 10"	44.8															
					3' x 9' 3"	27.7			97			3' 4" and 2' 11"									
454-56 Union street.....	Inner																				
397 Green street.....	Corner	None			3' 10" x 3'	11.5			96	None	None			None	None	Not	Not painted		3	2	770 cu. ft.
																					1,040 cu. ft.
																					927 cu. ft.
52-54-56 Varennes street.....	Inner	None	3' 8" x 3' 7" x 5' 3"	4.3					96	None	None to lot line, outer et.	2' 7"	None	None	Not	Not painted			3		955 cu. ft.
8-10 Reno place.....	Inner	None	3' 3" x 17'	55	2' 9" x 3' 6" x 1' 9"	2			98	None	None to lot line, inner et.	3'	2' 3"	None	Baths not ventilated	Not	Not painted		3		
512-14-16 Vallejo street.....	Inner				7' x 5'	21			77	None	None	2' 6"		None						3	
					4' x 3' 8"	14.6															

Total houses, 31.
Total number of bad violations, 302.

[illegible]





Totally dark room. The window opens on wall of adjoining house. (This picture and those following were taken by the Commission's housing inspectors.)



A violation of the state cubic air law and of the lodging house act. This inside room is occupied by nine men. The windows open into the kitchen.

under the express provisions of the present law—notably inside bed rooms and insanitary toilets. In these thirty-four houses were found nine inside rooms without any windows whatsoever, thirty-six dark bedrooms not opening directly to the outer air, and nineteen bedrooms opening on courts less than twenty square feet in area—making a total of sixty-four inside rooms. Inside rooms were found to be common in the other districts which were surveyed, the statistics of which are not here tabulated.

The dark, unventilated toilet, usually in an insanitary condition, is another grave danger in these tenements. Such toilets are usually situated in the common hallway, or common porches, under the stairways, and admit neither of light nor ventilation. The use of these toilets by two or more families is generally the cause of their disgustingly filthy condition. No one assumes the responsibility for their cleanliness. Likewise, the utter lack of scarcity of bathing facilities is a severe criticism of the city's housing and living conditions.

It is also important to note that in twenty-eight out of the thirty-four houses shown in Table VIII there were instances of overcrowding in fifty-six rooms. This violation of the cubic air space law is the rule rather than the exception. A recent investigation, made in December, 1914, into the general living conditions of 103 Spanish families, who have come to California by way of Honolulu, reveals a much worse condition this winter than last, as regards over-crowding. Most of these Spaniards are in the poorer tenements, two and three families being huddled together in a one-family apartment. One apartment of three rooms was found to be occupied by three families; two families, consisting of four adults and two children, occupying one small bedroom. This general situation is due to the lack of employment, and shows how unemployment and bad housing go hand in hand.

After the tenement house inspections were completed in April, 1914, the Commission submitted the results to the San Francisco Board of Health and enlisted the cooperation of the Housing Association, and others interested in housing, in a campaign to secure the creation of a tenement inspection department under the Board of Health. The Board of Health was soon convinced of the need of such inspectors and aided the Commission in petitioning the board of supervisors for the necessary appropriation. Eventually the supervisors allowed the appointment of two tenement house inspectors at a salary of \$125 per month in the budget for the fiscal year beginning in June, 1914, and in July two inspectors were appointed. Many more inspectors are needed in a city the size of San Francisco, but this small beginning signifies a realization of the problem and a determination to deal with it.

The Commission, through its housing inspector, has cooperated with and aided these local tenement inspectors in every possible way in



Bedroom occupied by an American family of six—parents and four children.



Inside bedroom in a tenement house. Window opens into another room. A common feature of California tenements.



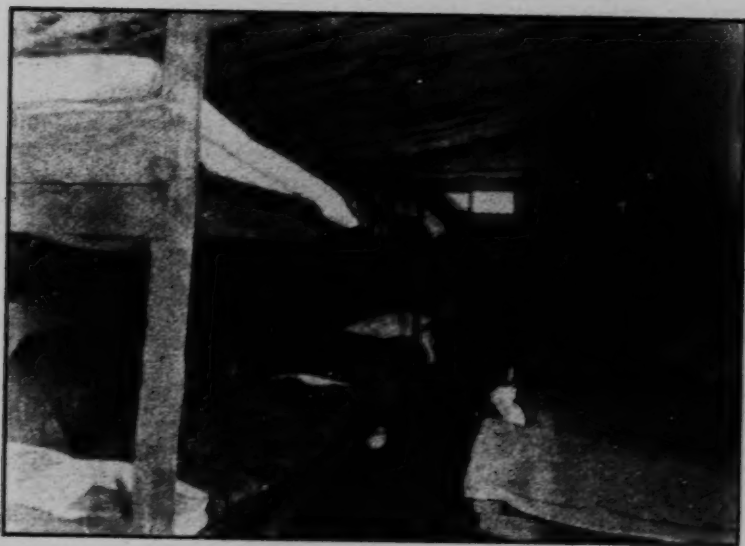
Bedroom occupied by young boy. There are planks over only one half of the damp dirt floor.



Dilapidated bedroom common in California shacks and single family dwellings. The need of immediate repair is obvious.



Cellar, under a shack and more than half below street level, occupied by six men. Dirt floor covered with old moldy carpet. No ventilation except through rear door.



Old shed turned into a cheap lodging house. There are eighteen bunks and an old wooden sink in the rear of the room is the only facility for bathing.

undertaking their new work. The inspectors have concentrated their efforts largely on inside rooms, as they present about the worst condition and can be eliminated under the present law, even in tenements built before the law went into effect. They have compelled many owners to make alterations in their buildings to eradicate this evil. The work is necessarily slow, as the two inspectors have to cover the entire city. Moreover, tenement houses are even now being erected which violate the law, as there are not sufficient inspectors to aid the building department in checking up permits and construction. Houses have been built covering the entire lot area, leaving no rear yards, and with the courts obstructed by stairways.

It is apparent that if the tenement house act is to be effectively enforced, both as regards construction and maintenance, a larger staff of inspectors will be required.

2. Family Dwellings Other Than Tenements.

San Francisco has an equally serious problem with its single houses and flats, which are not technically tenements. Especially is this so in the Telegraph Hill district, where an intensive survey was made. Many of these houses are two family flats built in the rear of tenements, and a large number are dilapidated, tumble-down huts which were not destroyed at the time of the fire in 1906, and which are at present mostly occupied by Spanish and Porto Rican families. Inside rooms, overcrowding on lot area, congestion of occupants, and bad sanitary conditions are as prevalent as in the tenement districts. And, in a manner, this problem is more serious than that of the tenements, because there are no laws regulating these conditions. The Commission has urged the passage of municipal ordinances specifically regulating the construction and maintenance of all family dwellings, so that a repetition of these conditions might not arise in the poorer sections of the city, and it is to meet this general problem that the Commission is also proposing a general state housing law to cover all types of housing.

Rents for these shacks are enormously high in view of the accommodations afforded, and, on account of the destitution of families and the unemployment of the men, several families often crowd into one small house or a single apartment.

At the time of the writing of this report an epidemic of diphtheria is raging in one of these congested neighborhoods and spreading through the whole district.

3. Lodging Houses.

Subsequent to the general preliminary survey of lodging houses reported in chapter I, thorough and detailed inspections of twenty-nine cheap lodging houses in San Francisco have been made. Since these buildings house thousands of more or less roving and irresponsible men



A lodging house in a basement. There are twenty-three rooms, each a mere stall, with no ventilation. The only light is artificial.



Cellar under a shack. Typical of the squalid living conditions prevalent in the smaller cities of California.

of the poorer classes, who are careless as to their general personal habits and cleanliness, they present an ever constant danger to the health of the entire city. The preliminary survey had disclosed the fact that the city maintains no regular inspection of these lodgings; consequently this detailed survey was undertaken to gather definite evidence of the need of inspection.

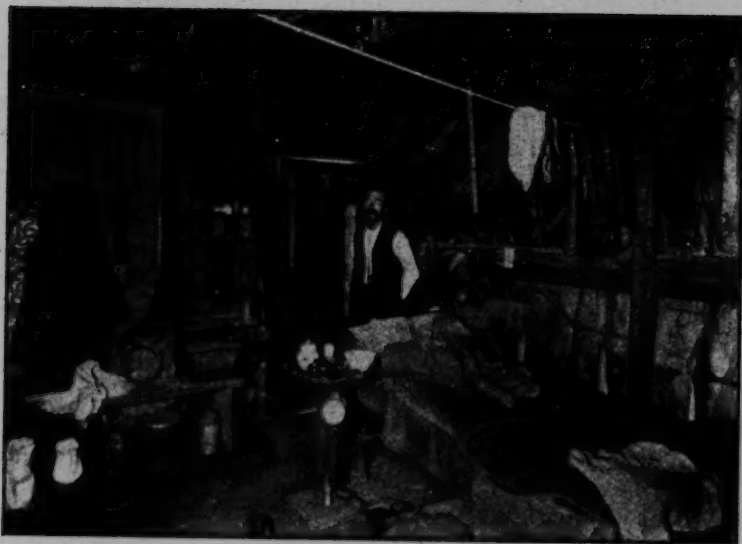
These detailed inspections disclosed such startling conditions that the newspapers in San Francisco gave wide publicity to the report, considering the news to be of vital import to the general public. The worst violation discovered, which may not be a technical violation of the existing hotel and lodging house act, but which presents a real menace, was the existence of hundreds of so-called "stalls." A large room with a ceiling of from twelve to fourteen feet in height is divided up into small rooms, or stalls, by partitions seven or eight feet high. These "stalls" are lighted and ventilated only by the windows of the large room, the separate "stalls" not being ceiled over. In one lodging house containing 163 rooms there were 129 such "stalls" or inside rooms; in another there were 105 "stalls" and only 45 outside rooms proper; and in the smaller lodging houses this condition was comparatively as bad. That such rooms with indirect light and ventilation are obnoxious, and at the best only technical evasions of the law, is apparent.

A woeful lack of bathing facilities was also found, and the toilets and baths are generally in an insanitary and almost filthy condition. The proprietors regard their lodgers, as one expressed it, as "the scum of the earth," and consequently they refuse to employ sufficient help to keep the toilet and general plumbing facilities in a proper condition.

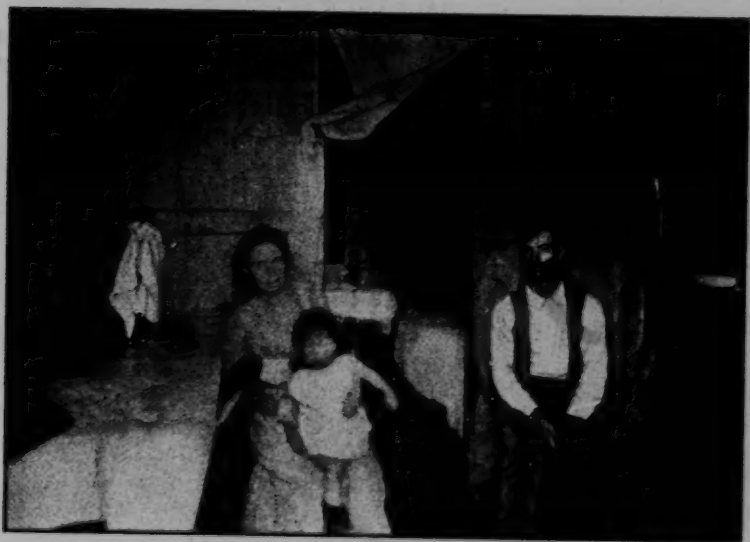
The general vile condition of the beds and bedding is especially dangerous in that it affords an active medium for the breeding and spreading of loathsome and contagious diseases. The sheets are rarely changed for new lodgers, there are many recorded instances where the beds were found to be covered with vermin, and the blankets and heavier bed clothes were reeking with filth and soaked with wine. In a few instances the sheets are changed once a week, in most cases twice a week, and only seven houses were found that ever fumigated the blankets and other bedding.

In addition practically every one of these 29 houses were found to be regular fire traps. The hallways and stairways are narrow and inadequate and practically no fire escapes are provided.

These conditions were reported to the San Francisco Board of Health and it was especially recommended that four of the houses be at once



One room apartment—one of twelve of similar character on the same premises. The walls and ceiling are of tin patchwork.



Two small rooms occupied by a Portuguese family—parents and two children. There is one bed for the entire family. The father is tubercular.

condemned as public nuisances. A strong effort was made to have the city create a lodging house inspection department under the Board of Health with at least one inspector, but no provision was made for this work in the budget. Therefore, today, San Francisco is going on unheeding of this eminently dangerous sore, acting only when strenuous complaint is made by some incensed private citizen concerning some particularly bad lodging house.

In December, 1914, the four lodging houses which the Commission had branded as public nuisances were reinspected. The results are not encouraging, as only one house has actually been condemned and torn down, and it is evident that more work will have to be done by the Commission to arouse the city authorities to a sense of duty. The results of this reinspection can be summarized as follows:

1. Lodging house on Clay street. Condemned by Board of Health and torn down.
2. Lodging house on Howard street. Condition of house insanitary and even worse than when first inspected. Vacant lot in rear filled with even more refuse than when previously inspected.
3. Lodging house on Third street. Conditions still insanitary to a dangerous degree. No improvement whatsoever.
4. Lodging house on Natoma street. Bad conditions slightly improved, so the house might be classed as fair.

SACRAMENTO.

Two surveys of housing conditions have been made in Sacramento. This city has retained much of the *laissez faire* attitude of the early California days as regards its housing, although it has a serious problem in this connection on account of its large railroad shops and canneries, whose thousands of workers are housed in a low, poor quarter, and it is also the temporary home each year of many casual agricultural workers, who are regularly destitute a portion of each year.

The first investigation, made in May and June, 1914, included an intensive survey of two half blocks, detailed inspections of houses in scattered sections of the city, the careful investigation of conditions in six cheap lodging houses, and a rapid resurvey of large portions of the area covered by a housing investigation made in 1913 by the Chamber of Commerce. The report of this survey revealed deplorable living conditions, and particularly an absolute lack of effort on the part of landlords to keep their premises in repair, although rentals are never reduced, but kept surprisingly high.



A filthy shed shared by a man and a horse. The man's bunk is almost directly over the horse and the manure pile.



A 6x8 foot shed built of tin and wood patchwork. No ventilation. A Mexican is asleep in the bunk.

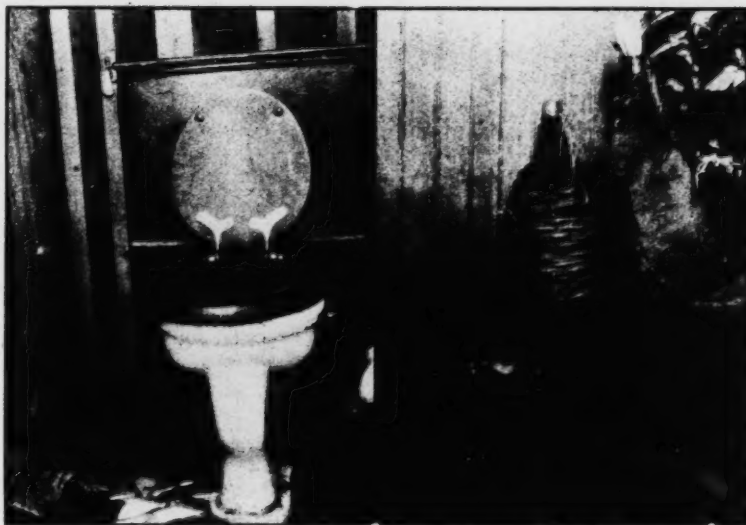
The chief evil disclosed, and which seems to be peculiar to Sacramento, is the common use of cellars for sleeping and general house-keeping purposes. The sections of the city where bad housing prevails are low and poorly drained, and consequently the cellars in the dry season are damp, and in the winter season they are actually wet and the walls dripping. Some instances were discovered where five or six persons, usually immigrant lodgers, slept in such cellars, with dirt floors and walls, and with not more than 1,200 or 1,300 cubic feet of air space.

The usual overcrowding or congestion was found to be as prevalent as in San Francisco. Likewise scores of inside rooms were discovered, and insanitary conditions and general uncleanness were found more frequently than in San Francisco. The old and carelessly constructed privy vaults which are still not uncommon in this city also present a serious problem, endangering the health of the entire community.

Conditions were found to be so serious that the Commission drew up two ordinances to regulate housing, as there were practically no effective housing ordinances, and no effort was being made to remedy the situation or guard against an increase of the evils. One of the proposed ordinances was to regulate tenements and all other family dwellings, and the other provided for the regulating and licensing of lodging houses and hotels. These ordinances, together with the report and a large number of photographs showing the bad conditions, were submitted to the city commission. The Sacramento "Bee" cooperated with the Commission by giving full publicity to the entire report, reproducing the photographs and carrying on an extended editorial campaign for the passage of the proposed ordinances.

However, even with all this publicity the effort to arouse the public and the authorities to an appreciation of the problem failed and the city commission refused to pass the proposed ordinances.

Nothing daunted, the Commission made a much more extended survey in October and the early part of November, 1914, with the object in view of arousing the city by disclosing all of the very worst conditions. Two hundred houses, including twelve tenements and thirty-three of the cheap lodging houses, were inspected. Innumerable photographs were taken and the results have been incorporated in a detailed report, which is to be submitted to the city commission in January, when the housing ordinances, slightly amended to meet new conditions which were discovered, will be again proposed.



Badly clogged and foul toilet to the left. To the right typically dangerous living conditions. House dilapidated and overrun with rats.



Filthy corner where food is prepared and dishes washed. The door beside the sink opens into a dirty toilet ventilated only through this room.

The most serious conditions that were disclosed during this second investigation of 200 houses can be grouped as follows:

1. Lack of adequate toilet facilities.....	14
2. Cellar dwellings	9
3. Insanitary conditions of woodwork around sinks and toilets	50
4. Bad repair of building.....	196
5. Filthy premises, exterior and interior.....	116
6. No garbage cans.....	69
7. Animals on premises, causing insanitary condition.....	25
8. Totally inadequate cubic air space in bedrooms.....	29
9. Inside rooms	23
10. Enclosed plumbing	41
11. Privy vaults	14
12. Houses keeping lodgers and thereby causing over- crowding and encouraging moral laxity.....	24
Total	610

The lodging houses disclosed the following most noteworthy evils:

A total of thirty-three cheap lodging houses, having accommodations for over 1,000 persons were investigated. These thirty-three houses had 371 interior, dark rooms, many of which had no ventilation and were consequently filled with foul air. Seventy instances of bad cubic air violation were found.

Seventeen houses were without any bathing facilities, and all the houses are without adequate conveniences. Usually one bath serves the entire house.

Allowing for ten persons to a toilet—these facilities are insufficient in each house inspected. Many of the toilets were found in filthy condition and with no means of ventilation.

Prices ranged from ten cents to one dollar a night. Papered and plastered walls were found torn and broken and in need of repair. Of the total number of houses, sixteen were found to be in an absolutely filthy condition.

One of the worst evils is the occupation of underground cellars; five such cellars, accommodating over two hundred persons, were found. These are damp, dark, unventilated, and a direct cause of tuberculosis.

FRESNO.

A detailed inspection of one hundred family dwellings and ten cheap lodging houses was made in Fresno during July and August, 1914. There are practically no tenement houses in Fresno, and the problem is largely that of the single-family house or "shack." The houses inspected were for the most part in the foreign colony section, where there are many Germans, Russians, Armenians, Italians, and Mexicans.

A few instances were found where several families occupy an old residence which has been left behind in the poorer section with the city's growth, and these presented the problems peculiar to tenements. But



A piece of leaky rubber hose used as substitute for broken pipe. The faucet is badly in need of repair.



Old broken cesspool. One of the worst evils in California cities. A common factor in the distribution of typhoid.

the worst conditions were found to result from a lack of sanitary conditions and the overcrowding of large families in one-room huts. There were found to be an unusually large number of these rude huts or "shacks," and their general dilapidated condition, combined with the congestion, offer every advantage for the breeding and spreading of disease.

The old privy vaults, many of which were in a neglected and broken condition, also present the same evil as was found in Sacramento.

Though the very cheap lodging house has not yet been established in Fresno, an inspection of ten of the twenty-five cent houses revealed conditions already bad and which threaten to become worse. Many inside rooms were found—one of the worst evils of cheap lodging houses. There is also the usual lack of adequate bathing and toilet facilities, and the toilets were found to be generally in an insanitary condition. Moreover, two or three of these cheaply constructed buildings were reported as being regular firetraps, a menace to the lives of lodgers and the community.

The health authorities were found to be unusually eager to cooperate in improving conditions, but they are hampered by a lack of laws or ordinances regulating housing. Consequently, dwelling and lodging house ordinances were drafted by the Commission to fit the local conditions, and these have been submitted to the city authorities for adoption.

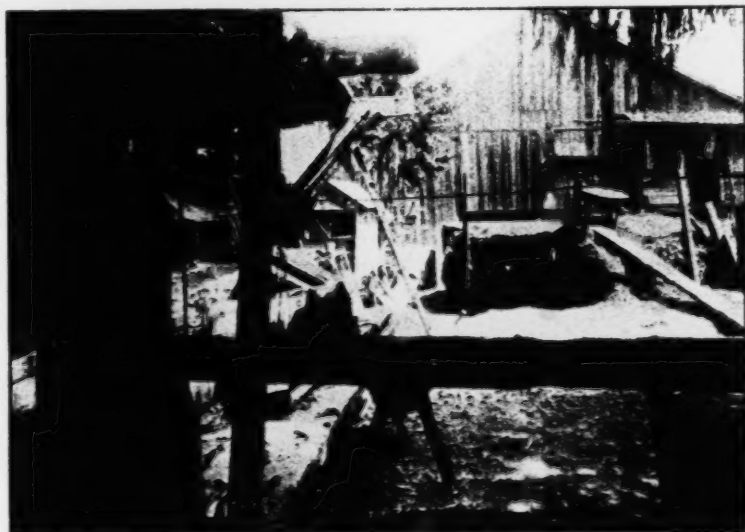
The Fresno "Republican" has given full publicity to the report and has endorsed the proposed ordinances, and it is to be hoped that the authorities will take this definite step toward the improvement of housing and living conditions in this comparatively young and growing city, which has such a splendid opportunity to prevent the growth of "slums."

BAKERSFIELD, VISALIA, SANTA ROSA, EUREKA, GALT AND ISLETON.

The Commission of course with its small force of inspectors available for housing could not cover all the cities and towns of the state. However, an effort was made to conduct housing inspections in the smaller cities and towns when bad conditions were reported, or when the local authorities requested such inspection. Such surveys or inspections were made in Bakersfield, Visalia, Santa Rosa, Eureka, Galt and Isleton. These more or less hurried surveys showed that in these smaller communities the housing problem is not that of tenements and lodging houses, but of crowded single family houses and generally bad sanitation. The foreign quarters are especially neglected so far as housing and sanitation is concerned.



Insanitary toilet and stagnant waste water in backyard. Breeding places for disease germs.



A backyard unsightly because of its untidiness and dangerous because of the uncovered pile of manure at the rear.

Two bad features are common to all these smaller cities and towns—the lack of adequate sewer systems, and the danger of pollution of the water supply. In fact these conditions are so prevalent that it might be said that the sanitary problem becomes the most important factor in the housing problem of the small towns of the state.

In Bakersfield and Visalia the only truly bad housing conditions were found to exist in the sections where the small "shanties" predominate. General uncleanness and lack of repair are the worst violations and these features could be eradicated by careful and systematic inspection, followed up by orders from the Board of Health under its general regulatory powers. This fact was impressed upon the local authorities in these two towns and they have recently reported that a "clean-up" campaign has been inaugurated.

At the request of the local health officer the Commission's housing expert was sent to Santa Rosa to examine into a case involving the enforcement of the state hotel and lodging house act. The owner of a lodging house in which the health officer had ordered certain alterations had interested several lodging house proprietors in making a sort of test case of the situation. The Commission inspector, after an investigation, reported in favor of the health officer. The contesting parties were then called into a conference and convinced of the legal, as well as the moral, necessity of complying with the lodging house act. As a result all the inside rooms were removed from the house in question, an enamel sink replaced an old and insanitary wooden one, and the halls and stairways were widened and made accessible to fire escapes. All the lodging houses of the town will probably be remodeled along these same lines, and the publicity given this case in the local papers has caused the inception of a general campaign for better housing and sanitary conditions.

In Eureka, while inspecting some labor camps on the river near the town in December, the sanitary engineer discovered that the river water, which is the source of the city's water supply, was being polluted and contaminated by these camps and by many private residences. This fact was reported to the local health officials, who admitted that they had known of the pollution for some time and had actually attributed certain typhoid epidemics to this source, but they claimed that they had refrained from acting because it was believed to be a case for state action, since a state law governs the pollution of streams. The local newspapers heard of the sanitary engineer's report and immediately gave wide publicity to the matter. This, combined with the pressure brought to bear by the Commission, soon stopped the quibbling over the question of procedure and at the time of the writing of this report half of the camps and residences have already been made to install



Row of shacks hidden by signs. Their back doors open directly upon the free city dump.



The garbage dump in rear of the shacks shown above.

aseptic tanks, which prevent the pollution, and the other half are in the process of either installing sewer systems or aseptic tanks. The Commission took advantage of the publicity gained in this connection to start a general improvement campaign, and the interest and enthusiasm that have been aroused bid fair to bring further good results.

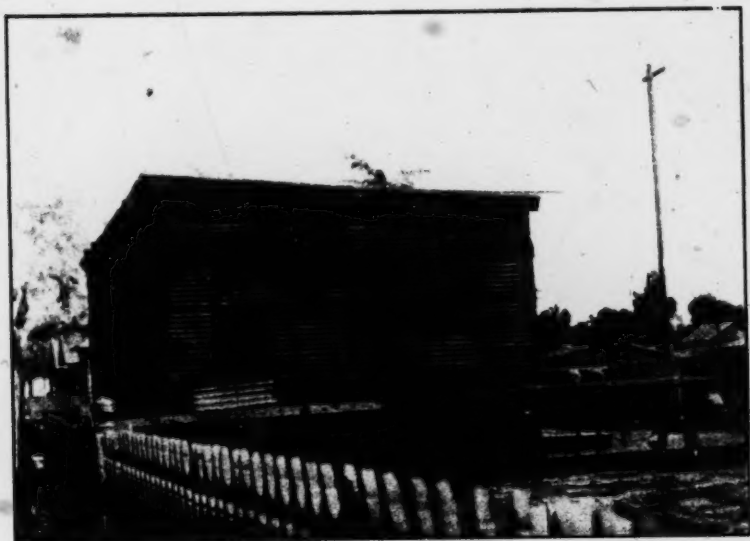
The towns of Galt and Isleton, in the Sacramento Valley, appealed to the Commission during the summer to aid them with their problems of sewage disposal. Both towns were entirely without sewer systems, and as a result there was pollution of the water supplies on account of the peculiar location of the towns. Moreover, the general sanitary conditions were extremely bad. The Commission's sanitary engineer was sent to make careful investigations and then submit definite recommendations. The sanitary engineer, after three weeks' work in the two towns, submitted carefully drawn plans and specifications for the construction of sewer systems, and for the erection of simple and inexpensive garbage and refuse incinerators. The town of Galt adopted the plans as submitted and the authorities have voted to begin the construction of both the sewer system and the incinerator. The Isleton authorities are making some minor changes in the plans submitted to them, but they intend to follow the general suggestions of the Commission.

LOS ANGELES AND SAN DIEGO.

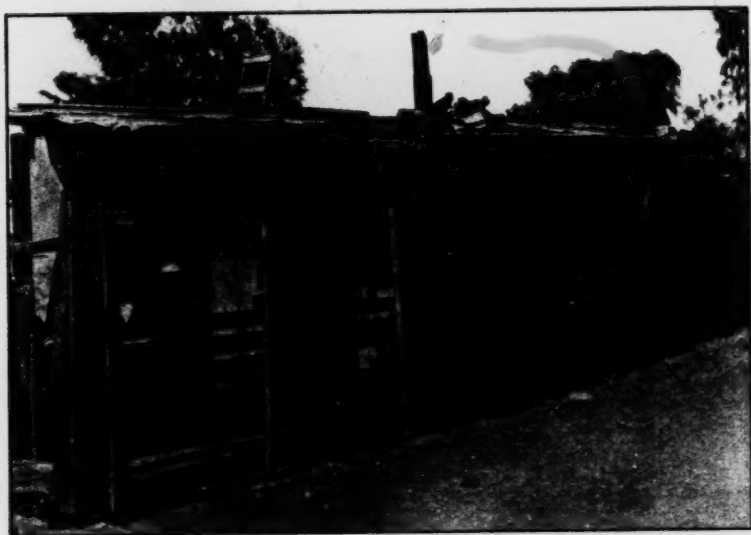
These two cities are mentioned last for the reason that they are aroused to a sense of responsibility in connection with their housing problems and the local authorities are doing much to enforce the laws and improve conditions. Consequently the Commission has done little in these cities, but has concentrated its efforts on those communities where practically nothing is being done in this connection.

In Los Angeles, the city housing commission, a bureau under the health department, has four inspectors constantly in the field and by issuing explicit orders, followed by prompt re-inspection, has achieved much in the way of enforcing state laws and local ordinances. The problem peculiar to Los Angeles is found in the house courts. These are not technically tenements, though they often house several families, and, therefore, present some of the same problems. The local housing commission is not only correcting abuses in these quarters, but it has also undertaken some constructive work, offering prizes for plans of model house courts and urging the adoption of these plans upon builders.

The Immigration Commission has cooperated with the Los Angeles municipal housing commission and is now engaged in an intensive housing and social survey of a large school district. This district is in a congested quarter of the city which is largely peopled by immigrants. The general purpose of the survey is to show the effect of housing upon



Three family tenement house which grew from a dilapidated shack. A combination of California's two most serious housing problems.



Shack built of tin and pieces of dry goods boxes. One small window. Vault toilet adjoins the front door.

the health, character, prosperity and citizenship of the people of the district and upon the general life of the city.

Its specific purpose is to show the present influence and value of a fine neighborhood school which is the social center of the district, and the necessity for enhancing that influence by adding home teachers to the present force of school teachers.

Likewise in San Diego an earnest effort has been made to abate housing evils and improve conditions. On October 14, 1913, an inspector was appointed in the health department to devote his entire time to tenement and lodging house inspection. The department has obtained excellent results in enforcing the laws pertaining to these structures and has incidentally done much to improve general conditions in single family dwellings and the flats which do not come within the Tenement House Act. It is interesting to note that the fees collected in the course of this work have paid all expenses and salaries of the department. This department has cooperated most enthusiastically with this Commission in carrying out suggestions concerning the enforcement of the state laws, and it was so anxious to be entirely correct in its actions that it requested that an inspector be sent to make a general survey of the city. Consequently an inspector of the Commission of Immigration and Housing made a rapid investigation, which consisted mostly of checking over the work of the local department and gathering general statistics pertaining to the immigrant situation for the use of the Commission in its general activities. The housing work was found to be well systematized and accurate in every particular.

The following brief summary of the housing work done in San Diego by the health department during the year, October 14, 1913, to October 14, 1914, is given to show how much can be accomplished by but one inspector if a definite, consistent plan of work is followed:

Old Buildings.

- 88 New water-closets were installed.
- 107 New kitchen sinks were installed.
- 21 Bathtubs were condemned and removed.
- 12 New bathtubs were installed.
- 76 Old defective water-closets, slop hoppers and wooden sinks were condemned and removed.
- 101 Kitchen sinks had woodwork removed from around.
- 378 Pieces of carpets, rugs, matting, pillows and blankets were condemned and destroyed.
- 57 Wooden bunks were condemned and destroyed.
- 402 Pieces of floor covering were cleaned.
- 44 Yards were cleaned.
- 1200 Rooms were repapered, painted and calimined.
- 455 Rooms found infested with vermin. These rooms were thoroughly cleaned and fumigated.
- 7 Rain water cisterns were condemned and either filled or sealed.
- 31 Leaky roofs repaired.
- 227 Water-closet compartments were cleaned and painted.

- 10 Fire escapes were installed.
- 14 Fire hose lines were installed.
- 27 Buildings were removed from the condemned class by compliance with our orders for improvements, alterations and repairs.
- 287 Inside rooms were provided with sufficient light and ventilation by the installation of air shafts, ventilators and skylights.
- 121 Rooms were condemned on account of the lack of sufficient light and ventilation.
- 243 Rooms were condemned on account of being insanitary.
- 3 Rooms were condemned on account of not having the required amount of cubical air space.

There were 4,303 nuisances abated on orders, together with approximately 3,400 abated on verbal notices and voluntarily, making a grand total of 7,703 general nuisances abated during the year.

Five hundred fifty-six licenses were issued and 1,331 notices to abate nuisances were served. In many cases it was necessary to send second notices.

New Buildings.

There are under construction at the present time, 3 lodging houses and 7 tenement houses, containing 184 guest rooms and 135 housekeeping apartments.

BUILDINGS CONDEMNED.

Forty-one entire buildings were condemned as being unfit for human habitation, but immediate results were obtained in 27 of these. The owners of the same, when the places were placarded, went ahead and made all the necessary alterations and repairs and the installation of additional plumbing fixtures required by the laws, which now leaves only 14 buildings actually remaining condemned.

GENERAL CONCLUSIONS.

A situation developed, however, in San Diego which shows that the greatest difficulty in the enforcement of the state housing laws lies in the fact that it is left entirely to the local municipal authorities to put the acts into effect. The reports herein set out indicate that there is not a general, uniform enforcement of the tenement and hotel and lodging house acts, for the majority of cities are not even making an effort to carry out their provisions. Moreover, in San Diego, where an effort was made to put the law into effect, difficulties arose. The Tenement House Act allows the municipalities to divide up the enforcement of its provisions among local departments. In San Diego, after a few months of active work by the health department, the powers of enforcement were so divided between the building inspector and the health department that this situation arose: Several owners were granted building permits and erected their houses under the supervision of the building department. The health department, when the buildings were completed, decided they were tenement houses and refused to issue permits of occupancy because the houses were not built according to law, and the occupancy thereof would be in violation of the "health, sanitation and ventilation" clause of the act, the enforcement of which clause is always in the local health department irrespective of the will of

the municipal government. The building department maintained that the buildings were not tenement houses. The Commission's attorney made an investigation and rendered an opinion in favor of the health department—but to no avail, as the Commission had no actual power and could act only in an advisory capacity. Thus the innocent owners were caught between two official fires. As a result of several such instances an intense local political fight has developed over an attempt to abolish the position of housing inspector in the health department and the work has been much hampered.

It is plainly apparent that such a situation should be remedied and it is to this end that the Commission has proposed the law, summarized at the end of this report, creating a state housing bureau with supervisory powers. Such a bureau would have the authority to straighten out such complications and could also secure a general and uniform enforcement of all state housing laws.

Moreover, the surveys have indicated that the broad, general housing problem in the state, with a few exceptions, may be summed up as a single and two family dwellings problem, the chief factors of which are overcrowding, or congestion, poorly constructed and dilapidated shacks, and a lack of sanitary conveniences. Yet, there is no state law, and only a few local ordinances, applying to such houses. It is to protect the state against this unheeded increase of bad housing conditions, especially in the smaller cities and towns where no interest is displayed in such affairs, that the Commission has proposed a state law to regulate all dwelling houses. The proposed state housing bureau would be given supervisory and direct power to enforce this law as well as the existing state laws. Cities seem reluctant to take up their own problems, and local health officers, who are usually practicing physicians, are underpaid and too busy to attend to their official duties. Moreover, there is always a strong local and political influence brought to bear upon such officials to curb their activities when the property of influential owners is affected.

The Commission has, at least, pointed out the way, aroused interest in the betterment of housing conditions, and accomplished some tangible, concrete results—all of which work benefits not only the resident immigrants but also the American inhabitants of the poorer quarters and, indirectly, the entire population of the state.

V. CONSTRUCTIVE HOUSING.

The inspections made with respect to the violation of the state housing laws, and the investigations with respect to general housing conditions, convinced the Commission that the deplorable conditions discovered were due largely to a lack of knowledge concerning the way to build the proper sort of cheaper houses, and a lack of appreciation of the economic and social advantages to be gained from careful planning and construction. It was also found difficult to arouse interest or enthusiasm in the housing problem by merely pointing out bad conditions and violations of housing laws. Such statistics do not appeal to the imagination of the public, as people have lived in the midst of bad conditions so long that they are apathetic and willing to compromise and procrastinate.

After almost a year of experience, the Commission decided to undertake some sort of a constructive housing program in order to point out not only the value of proper housing but the fact that it can be attained easily and, in the end, at a lower cost than bad housing. An architect, who is a trained housing and city planning expert, was therefore sent East by the Commission in November to collect material, photographs, and data showing what is being done in eastern cities and Europe in building workingmen's inexpensive model homes, and especially cottages and bungalows which would be adaptable to California. This expert has returned, after a month spent in investigating in Washington, Philadelphia, Baltimore, New York, Boston, Toronto, Cleveland and Chicago. An excellent collection of photographs has been secured, many valuable statistics showing the cost and ultimate economy of model housing have been gathered and the loan of valuable exhibits of housing organizations has been secured. This material and that collected in the course of local surveys, is now being arranged as an exhibit, which it is hoped will fire the imagination of the public, as well as the authorities, and demonstrate the grave evils of bad and the importance of good housing. The Commission will continue to urge the necessity of the first step in any campaign for housing improvement—the inspection of existing buildings, combined with rigid law enforcement. The exhibit will be so assembled as to bring out this important point, agreed on by all experts, as well as to encourage constructive work along new lines.

This exhibit will be taken throughout the state to as many cities and towns as possible. Housing associations, chambers of commerce, city planning associations, and many individuals have offered financial assistance and hearty cooperation in this work. The exhibit will also

be displayed before the present legislature to convince it of the need of more general and stringent laws and additional appropriations to insure proper enforcement.

But, undoubtedly, the best results that will be accomplished by this exhibit will come from displaying it in a city at a time when a housing survey is being made. Accompanied with wide publicity and lectures on the meaning of the exhibit and the results of the local survey, it should accomplish much.

VI. IMMIGRANT EDUCATION.

In chapter I, subdivision D, of this report the general importance of the education of immigrant children and adults, and California's neglect of this work, is brought out. Much of the future activity of the Commission will be in the field of encouraging the development, and aiding in the planning of this work, for this is perhaps the most constructive feature of the task of bringing about immigrant assimilation. But the problem is a large one, involving numerous technical educational details which require careful study; therefore, during the first year of its existence, the Commission has carefully refrained from advocating any hasty measures, which might easily be ill advised and impractical. Only one plan has been crystalized in the form of a proposed law, and of the soundness of this idea the Commission is convinced.

However, in the course of the general work among immigrants in the housing, complaint, and camp inspection departments, many statistics concerning immigrant education have been gathered and the needs of the people carefully standardized. In San Francisco and Sacramento special surveys have been made along this line, and at present a detailed investigation is being made in Los Angeles in a school district, which is inhabited almost exclusively by immigrants. Two or three further investigations are planned and when these are completed all the material will be carefully assembled and analyzed, and a definite program drawn up.

1. HOME EDUCATION FOR WOMEN.

The general surveys have disclosed one definite educational problem which is so urgent that the Commission has ventured to suggest a solution, feeling sure of its ground. This is the problem of the education and assimilation of the immigrant mother. The immigrant mother who does not speak English is even more helpless than the man, for even his failures give him education and slowly help him to adjust himself to the new life. With the woman in her poor home there are few points of contact with educational opportunity. The Americanization of the children in the public schools often adds to her difficulties. The child takes command of the home and becomes ashamed of the mother. By statistics it was found that this is adding to delinquency and filling the juvenile courts.

The quickest and surest way of dealing with the problem is by educating the mother in our language, our laws and our standards of living. For this purpose it is necessary to provide visiting teachers who will, as rapidly as possible, connect these mothers with the public schools and

our civic life. To this end the Commission has proposed to the present legislature a law summarized at the end of this report. The survey now being made in Los Angeles, mentioned above, is planned particularly to bring out this need of education in the immigrant home. The report of this survey will probably be published in separate form and made the basis of the arguments for the need of this legislation.

2. LABOR CAMP EDUCATION.

The statistics gathered by the camp inspectors disclosed a surprisingly large percentage of illiteracy among the adult laborers, and also the utter lack of school facilities for hundreds of children of immigrants (and Americans) residing in camps. Since the population of the camps inspected is upwards of 64,000, over 50 per cent of which number are immigrants, this is a situation of grave import to the state. These facts were therefore submitted to the State Board of Education and several conferences were held with that board, as a result of which the state board has seen fit to propose a bill in the present legislature for the creation of a camp education department, with a staff of itinerant teachers, under the control of the state board. By dividing the state into several camp districts, and organizing a system of correspondence teaching, in connection with the direct teaching, it is believed that much can be accomplished in furnishing general education and citizenship training to the thousands of aliens in our labor camps.

3. GENERAL CITIZENSHIP EDUCATION.

Since the great immigration problem before the state is the assimilation of the incoming mass, too much stress can not be placed upon ultimate citizenship. As is pointed out in chapter I, little is being done in California to train or instruct the immigrant in either English or citizenship. To cover this field of work the Commission is gathering information for the formulation of a definite program.

Within the last few months the Commission has been much encouraged by the initiative and activity of the school and court authorities in Los Angeles. The judges of the federal and superior courts have arranged with the federal naturalization officers to grant citizenship papers to all aliens who present diplomas from the night schools in English and citizenship, conducted by the local department of education for adult immigrants. These diplomas are granted only to those who pass strict examinations after a course of study in civics and the English language. Consequently, the holders of these diplomas are much better prepared to appreciate the value and duties of citizenship than are those aliens who pass a more or less perfunctory examination in the court, after a haphazard, individual course of study. The

importance of citizenship is further emphasized by holding impressive ceremonies each month when citizenship papers are given out. Addresses are made to the new citizens, by the presiding judge and a few special speakers, after which there is an informal program of music and entertainment followed by a gathering at which many old citizens mingle with and welcome the new. This entire system has had the effect of trebling the attendance at the night school, and many have been inspired to continue their studies even after they are admitted to citizenship.

This work has so outgrown the staff of teachers that the Commission is now cooperating with interested organizations in urging a reorganization of the work by the local board of education. The Commission is also cooperating with the local teachers and others in preparing textbooks for this instruction and general information pamphlets for immigrants in all languages.

The Commission intends to urge the adoption of the above method of training and admitting citizens in all the cities of the state. Already it has cooperated with many private organizations in San Francisco in urging the establishment of social centers in the public schools, under the new state law. These centers would be evening schools for adult immigrants and would also fill the urgent need of a social gathering place for all those who dwell in tenements and in the crowded quarters of the city.

In order that the state may be able to assimilate future immigration it is necessary that it take immediate steps to properly assimilate its present immigrant population.

The Commission would suggest to school superintendents of California that the teaching of English and citizenship be standardized and carefully supervised; that the present system of providing for the evening classes of aliens, teachers already exhausted by service in the day schools, be discontinued as soon as possible. When working people are earnest and ambitious enough to attend evening schools, they should be taught by teachers qualified to work with vigor and ability.

To make this change it is necessary that the state bear its share of the expense of the education of the adult immigrant and that it also supply proper textbooks.

VII. UNEMPLOYMENT.*

The creating act, in section 5, directs the Commission to "devise and carry out such suitable methods as will tend to prevent or relieve congestion and obviate unemployment." The work which the Commission has done directly among immigrants in the complaint bureau, camp inspection bureau, and in the course of the extensive housing investigations, has thrown many sidelights upon the problem of unemployment. In fact, as is pointed out in the separate report of unemployment published by this Commission, the problem of immigration, in its most fundamental aspect, is almost identical with that of employment and its corollary, unemployment.

Furthermore, at the Governor's express request, the Commission undertook a separate and entirely distinct investigation of the unemployment and migratory labor problems. The United States Commission on Industrial Relations also requested the Commission to act as its agent in this investigation and contributed a generous amount to defray the expenses of the work. From May 1st to August 15, 1914, four investigators traveled throughout the state, devoting their entire time to this work. Since August 15th, two, and at times, three investigators have been employed in field work and the compiling of the reports. These intensive investigations were conducted along the following lines:

- (a) Study of special localities to show methods of obtaining labor;
- (b) Study of several hundred life histories of migratory and casual workers to learn causes of unemployment and methods of obtaining jobs;
- (c) Study of the ownership of land and the effect of the land tenure system on employment;
- (d) Study of available material in United States Census, report of United States Immigration Commission, report of State Commissioner of Labor Statistics, reports of labor unions in California;
- (e) Investigation of eighty-one private employment agencies within the state to determine their real status and value.

A separate published report on unemployment gives the results of this work in detail, therefore a mere summary of the conclusions and recommendations contained in that report is given here:

CONCLUSIONS AND RECOMMENDATIONS.

- (1) The creation of a state bureau of labor exchanges, under a representative board or commission, with an annual appropriation of not less than \$75,000; this bureau to have branch offices in the centers of population to gather and disseminate labor intelligence, to be a clearing house—bringing the man to the job, and the job to the man; the value of the bureau is to be judged by both the extent and thoroughness of its accomplishments. The bureau should cooperate with the Railway Commission to provide special low transportation rates to those for whom it

*A separate and comprehensive report on unemployment was published by the Commission of Immigration and Housing on December 9, 1914. This report will be mailed free on request.

finds positions; this bureau should have authority to regulate private and philanthropic employment agencies, to issue licenses to them and to revoke them at pleasure.

In the light of the experience of last winter, and of the probable happenings of the season we are now entering, we strongly urge the wisdom of passing this act as an emergency measure as early as possible during the first session of the coming legislature.

(2) The enacting of more stringent laws for the regulation of private employment agencies.

(3) The passing of definite laws governing sanitation and housing in labor camps, based upon our experience during the past year; the enforcement of these laws to be placed in the hands of a bureau of camp sanitation and housing, under our Commission, the Bureau of Labor Statistics, or under a reorganized State Board of Health; with a special appropriation of \$25,000 per year.

(4) The complete revision of our housing laws, broadened to take in family dwellings as well as tenements and lodging houses; the enforcement to be in the hands of a bureau of housing, under our Commission or under a reorganized State Board of Health; with a special appropriation of \$20,000 per year.

(5) The appointment of a special committee or designation of some existing commission to conduct an extended investigation into—

(a) The wisdom of devising some scheme for out-of-work insurance that will not have the effect of drawing into our state the unemployed of the nation;

(b) The best methods for dealing with the unemployable and the vagrant;

(c) Possible schemes for regularizing and dovetailing private enterprise, not in cities alone but in the rural districts as well, so that the burden may be justly and fairly borne by the state as a whole;

(d) Ways and means for providing public work during periods of depression.

(6) The encouraging of some mode of rural credits along the lines of European experience, to make farming more attractive and more profitable; and the creation of rural organization after the type of the German Landwirtschaftsrat, with the same object in view.

(7) Laws that will make more difficult fraud and misrepresentation in the sale of rural lands, and that will bring to speedier justice the violators of the same and give equity to the exploited.

(8) A state land bureau, preferably cooperating with the University of California, to supply prospective purchasers with all needed information regarding the best economic uses of land, its value, approaches to market, etc.

PLAN FOR TEMPORARY RELIEF.

In compliance with a recent request of the Governor, the Commission also submitted on December 9, 1914, certain suggestions for state action in dealing with the destitute unemployed during the present winter. These suggestions are incorporated in the separate report on unemployment, and the substance thereof is given in the following extract from the report:

"Since any possible state legislation looking toward an alleviation of the situation could not become effective in time to meet the needs of this winter, the burden of the problem must rest upon the different communities and municipalities, and they must deal with the problem locally. However, we deem it advisable that some uniformity should be established in the method of handling the various unemployed groups,

and therefore suggest that some existing state board or a special representative committee, to be appointed by your Excellency, undertake the formulation of some plan of action and urge the adoption of the plan by the various authorities." A general program of relief work for the municipalities was also submitted.

On December 15, 1914, the Governor endorsed the plan and requested this Commission to undertake the work outlined therein.

The Commission immediately communicated with the authorities in all the larger cities and towns, and on December 19th, participated in a conference of the mayors of seven cities of central California called for the purpose of discussing relief measures. San Francisco, Oakland, Berkeley, Alameda, Sacramento, Stockton and San Jose were represented at this conference. A uniform plan of action, along the lines of that proposed by the Commission, was agreed upon and these cities have pledged themselves to put this plan into operation.

An agent of the Commission is now engaged in visiting sixteen other cities and towns to urge the authorities to adopt this uniform plan, and to aid in organizing the work. Copies of the plan have been mailed to the council, or governing body, in each of these cities, and a date fixed for a conference with the Commission's agent. It is hoped that the work will be completed and the cities will organize to deal with the situation by the middle of February, as the unemployment problem usually becomes acute toward the end of the winter, during February and March.

The Commission is also carrying on a campaign of publicity through the newspapers of the Pacific coast and Eastern States, warning those in search of employment that there is no work for outsiders in California and that relief or aid will be furnished only to the destitute unemployed now within the state. This should have some effect in discouraging the hundreds of unemployed that drift to California every winter.

The task of dealing with the unemployed was undertaken on short notice and the work will necessarily be somewhat hurried, but this uniformity of action, though hastily organized, should arouse each community to a sense of its own responsibility in the matter and thus tend to prevent the formation of the irresponsible, roving "armies" of the unemployed, which last year were shunted from county to county during the entire winter. Furthermore, it is felt that it is the bounden duty of the state to interest itself in this ever-recurring problem, and the experience gained during this winter should be of considerable value.



A group of unemployed in front of a private employment agency on Howard street, San Francisco, the day before Christmas, 1914.



Interior of the above employment agency on the same day. When this picture was taken there were practically no jobs posted on the blackboards.



Destitute persons at the Salvation Army headquarters, San Francisco, being given baskets of food for their Christmas dinners, 1914.



Unemployed men waiting for a job in front of a private employment office in Los Angeles, December 24, 1914.

VIII. MISCELLANEOUS WORK, AND COOPERATION WITH OTHER DEPARTMENTS

Some phases of the Commission's work can not be properly grouped under the headings of the previous chapters, and they are therefore briefly touched upon in this general chapter.

PORTS OF ENTRY.

General surveys of the conditions that have a bearing upon immigration problems were made in the three principal ports, San Francisco, Los Angeles, and San Diego. This was done in order that the Commission might be prepared to control the situation, and render efficient service in expediting distribution, when the expected influx of immigrants direct from Europe, through the Panama Canal, sets in.

In Los Angeles and San Diego the federal government has not established immigrant detention stations, although it recognizes the fact that probably thousands of immigrants will enter these ports annually after the termination of the present European war. The chambers of commerce and other local organizations have inaugurated a definite campaign to persuade the steamship companies to land immigrants at the southern ports; it may be taken for granted that many immigrants destined for California will disembark at these ports. Consequently the absolute lack of any sort of facilities for handling, inspecting, and distributing immigrants in these cities presents a grave problem. It is obvious from the experiences in handling immigrants in other ports, that detention stations such as those on Ellis Island in New York harbor and on Angel Island in San Francisco harbor are absolutely necessary. Even under present conditions there have been cases in San Diego where immigrants from South American ports have been detained for weeks while errors in records and papers were being straightened out, and during the period of detention they were placed in the county jail. Scarcely a fitting reception for these we permit, and even invite, to come to our country to live!

The Commission cooperated with the Los Angeles and San Diego officials in urging the federal authorities to take some action in the matter, but the latter have decided that they can do nothing until it has been established by a year's actual experience that European immigrants will land in these ports. It would then take another year to erect and provide adequate facilities. Consequently, the cities decided to take matters into their own hands and build detention stations for the use of the federal government. San Diego voted \$30,000 and the Los

Angeles Harbor Commission appropriated \$25,000 for this purpose. The buildings, which are to be erected on the municipal piers in both ports, will serve to meet the needs until such time as the federal government sees fit to provide permanent stations of its own.

As a further result of these surveys, and guided by the experiences of Atlantic seaport cities, the Commission has proposed that the state establish neutral zones at every point where immigrants are landed after being inspected by the federal immigration authorities. The proposed law provides that only such persons shall be admitted to these zones to meet immigrants as have permits or licenses issued by this Commission. In this manner the Commission could protect the newcomers from the fraudulent baggage men, cabmen, hotel runners, and other professional exploiters of immigrants, and cooperate with reliable and trustworthy agencies in expediting proper distribution throughout the city and state. The United States Commissioner of Immigration has endorsed this plan and pledged the active cooperation of the federal authorities in putting it into operation.

INFORMATION CONCERNING AGRICULTURAL LAND.

From the very beginning the Commission was besieged with requests for information concerning land. These requests have not come from immigrants alone, but from prospective American purchasers or settlers throughout the United States. Information was sought concerning the general agricultural possibilities of the state, and soil surveys of particular tracts were desired.

Obviously this Commission is not equipped to supply such technical information. Consequently, all these requests were referred to the Department of Agriculture of the University of California, which gladly cooperated in this work. This demand for information grew so general, that the department of agriculture issued a pamphlet entitled "Some Things the Prospective Settler Should Know." This pamphlet was compiled by the faculty of the College of Agriculture and published in October, 1914.*

The College of Agriculture, however, has definite information concerning types of soil and their adaptation for only a portion of the state. For such portions as are known only statements concerning crop adaptations for the type in general can be furnished. No assurance of economic returns can be made. This information is not for the purpose of passing upon the value of the particular tract, but for the purpose of determining to what soil type the tract belongs. Therefore the Commission has drafted legislation proposing the creation of a Land Information

*Copies of this pamphlet may be obtained, free of charge, by applying to the University of California, Berkeley, or to the Commission of Immigration and Housing, 525 Market St., San Francisco.

Bureau, under the Department of Agriculture of the University of California, which, upon request, will make careful surveys concerning the soil and economic value of particular tracts. It is proposed that charges for such work shall cover only the actual cost.

SANITATION OF RIVER AND BAY STEAMERS.

Several complaints concerning the sanitation of river and bay steamers operating in San Francisco Bay and on the Sacramento and San Joaquin rivers caused the Commission to make careful inspections of several such steamers. The crews of these steamers are made up largely of immigrants. The quarters provided for the crews were found generally to be crowded, dirty, and insanitary. The matter was taken up with the State Board of Health and, relying upon the reports of the Commission, that Board issued orders to the owners of the steamers directing them to abate the nuisances and improve conditions on or before January 15, 1915. After that date the Commission will reinspect the steamers and report again to the State Board of Health.

COOPERATION WITH OTHER DEPARTMENTS AND PRIVATE ORGANIZATIONS.

The Commission has everywhere met with the heartiest cooperation in its work. Little or nothing could have been achieved in many of its fields of activity if departments of government, private organizations, and individuals, had not cooperated so eagerly and effectively. Such splendid aid has been so frequently received from certain sources that special acknowledgments are here made, and furthermore, to all others who have cooperated in official and unofficial ways, the Commission expresses its sincere thanks and profound appreciation.

To the following the Commission desires to acknowledge its especial debt of gratitude for earnest and generous cooperation in innumerable instances:

The California State Board of Health; the Commissioner of the Bureau of Labor Statistics; the United States Commissioner General of Immigration, and the local immigration officials; the Industrial Accident Commission of California; the Housing Commission of Los Angeles; the Housing Association of San Francisco; the San Francisco Board of Health; the San Diego Board of Health; the Travelers' Aid Society of California; the Board of Education of Los Angeles; the Department of Agriculture of the University of California; the district attorneys of San Francisco, Sacramento, and Los Angeles counties; the Public Defender of Los Angeles; the State Federation of Women's Clubs, and the newspapers of the state.

When the Commission of Immigration and Housing began its labors a little over a year ago, it faced practically an unexplored field, with little or no precedents to guide its efforts. The so-called immigration commissions of other states were either colonization agencies or merely investigating bodies. The one possible exception is the Bureau of Immigration under the New York State Department of Labor. In fact, the California Commission is the only independent board of its kind in the United States today.

Certain preliminary surveys soon revealed to the Commission the almost unlimited field of activity before it. The problem presented itself of dividing off this total field, and of according to each special activity its proper estimate of relative value. Conditions, too, helped to determine the direction and emphasis of effort.

A year's actual service has helped to clear up the vision and to standardize the problems of immigration. A year's actual experience has better equipped the Commission to enter upon enlarged duties. Besides the realization of the needs of those whom the Commission was created to help, our greatest inspiration has come from the cooperative spirit exhibited by the state's administration, and from the helpful assistance always given by the state's Chief Executive. We trust that our response merits still further cooperation and assistance.

APPENDIX A.

RECOMMENDATIONS FOR LEGISLATION.

The following is a digest of the legislation which the Commission of Immigration and Housing proposes to have introduced in the legislature of 1915. This legislation is recommended in order to remedy or improve certain bad conditions which the Commission has met with and investigated in the course of its work.

1. STATE LABOR EXCHANGES.

The creation of a state bureau of labor exchanges, under the Commission of Immigration and Housing, with an annual appropriation of \$75,000.

(a) The bureau to be a separate department of the Commission with a director in charge.

(b) Ten offices to be established in the centers of population.

(c) A committee, composed of representatives of employers and employees, to be appointed by the governor in each city where an office is maintained to advise the Commission with respect to the work of the Bureau.

(d) The bureau to have the following functions and powers:

(1) To gather and disseminate labor intelligence, acting as a clearing house for the publication of information concerning the labor market gathered by public and private employment agencies throughout the state;

(2) To provide a chain of free labor exchanges securing employment without charge;

(3) To cooperate with such federal labor exchanges as may be established, and to conform to such regulations as may serve to bring about a nationally coordinated system of labor exchanges;

(4) To cooperate with the State Railroad Commission to provide special low transportation rates to those for whom it finds employment in distant parts of the state;

(5) To collect data concerning unemployment.

2. REGULATION OF PRIVATE EMPLOYMENT AGENCIES.

Stricter regulation of private employment agencies, including:

(a) Requirements for higher license fees;

(b) The establishment of a uniform schedule of fees to be charged for securing employment;

(c) The prohibition of the credit fee system;

(d) Provisions requiring private employment agencies to pay an applicant for time lost, at the rate of wages promised by the agency, when such applicant reports for work according to directions and is refused employment;

(e) Provisions making it a misdemeanor for an employment agency to divide fees with any person, or his agent, to whom employees are furnished;

(f) Provisions making it a misdemeanor for an employment agency to send an applicant for employment, who is charged a fee, to an employer who owns an interest in the employment agency, or whose agent in charge of the employment of labor, owns such an interest.

3. LABOR CAMP SANITATION.

The repeal of chapter 182 of the laws of 1913, governing labor camp sanitation, and the substitution of a more definite and detailed law. The enforcement of this law to be entrusted to a bureau of labor camp inspection, under the Commission of Immigration and Housing. The proposed sanitation law covers the following details:

(a) Camp sites and the layout of camps;

(b) Water supply; sufficient quantity; provisions against sources of pollution;

(c) Tents and buildings; proper cubic air space in sleeping quarters, proper ventilation, proper bunks, screening of dining and cooking quarters, heating facilities in cold climates;

(d) Garbage and refuse; sanitary disposal in any of the several enumerated ways;

(e) Toilets; proper construction and screening, separate facilities for women, proper sanitary maintenance;

(f) Washing and bathing facilities; adequate provision, proper construction and maintenance;

(g) Manure; sanitary disposal in any of several enumerated ways;

(h) Sanitation service; the employment of at least one person to keep the camp clean, rules for general cleanliness.

Provision is also made for keeping a record of all labor camps, requiring owners, or operators, to register their camps at the office of the Commission.

Violations of the provisions of the proposed law are made punishable by a fine or imprisonment, or both.

An annual appropriation of \$25,000 for this bureau is requested.

4. TENEMENT HOUSE ACT.

(a) The amendment of the existing tenement house act as to substance. These proposed amendments change and simplify the definition of a tenement house; clear up certain ambiguities; and strengthen the act in certain particulars to apply to conditions disclosed by the housing investigations conducted by this Commission and by others.

(b) The amendment of the existing tenement house act as to enforcement. The creation of a state bureau of housing under the Commission of Immigration and Housing, is proposed. This bureau would have power to directly enforce the act in cities and towns where the local authorities fail to enforce it, and, furthermore, would have power to review and revoke orders made by local authorities in the enforcement of the provisions of the act. In order to secure a uniform enforcement of the act the bureau is given power to compel local authorities to carry out its orders.

An annual appropriation of \$20,000 is requested to provide for the employment of housing inspectors and traveling expenses.

5. GENERAL HOUSING LAW TO COVER SINGLE FAMILY DWELLINGS.

The revision of the state housing laws so as to take in single family dwellings as well as lodging houses and tenements. This proposed law regulates the construction of single family dwellings, and contains provisions with regard to sanitation and ventilation.

The proposed state housing bureau (mentioned in Appendix A-4) under the Commission of Immigration and Housing, is given power to directly enforce, and generally supervise the enforcement of this proposed law as in the case of the tenement house act.

6. STATE HOTEL AND LODGING HOUSE ACT.

The amendment of the state housing law pertaining to hotels and lodging houses, making it much broader and more stringent with regard to maintenance and sanitation.

7. VISITING HOME TEACHERS.

The addition of a new section to the Political Code which will allow common school districts to employ home teachers, not exceeding one such teacher for every 500 units of average daily attendance. The following are the duties of these proposed home teachers:

(a) To work in the homes of pupils, instructing children and adults in matters relating to school attendance and preparation therefor;

(b) To instruct children and adults in sanitation, in the English language, in household duties, and in the fundamental principles of the American system of government and the rights and duties of citizenship.

The qualifications of such teachers shall be a legal certificate to teach in the schools and special fitness to perform the duties of a home teacher.

8. RESTRICTIONS ON DOCKS WHERE IMMIGRANTS ARE LANDED.

The establishment, wherever immigrants are landed from ships, of neutral zones under the control of the Commission of Immigration and Housing. Only such persons as have permits from the Commission shall be allowed to enter these zones.

9. LAND FRAUD.

The enactment of a special law covering fraud in the sale of real estate. This proposed law is practically the same as a New York statute which was passed in 1911. Any person who in any publication makes any statement or assertion of fact, knowing the same to be false, concerning the extent, location, ownership, title or other characteristic, quality or attribute of any real estate, or concerning a motive or purpose of sale that is untrue and calculated to mislead, is made guilty of a misdemeanor under this proposed law.

10. LAND BUREAU, STATE.

The creation of a state land bureau, to be affiliated with the Department of Agriculture of the University of California. This proposed bureau to have the following powers and duties:

(a) To publish general information concerning agricultural lands throughout the state.

(b) To supply at cost to prospective purchasers information regarding the best economic uses of a particular tract of land, its value, approaches to market, etc.

11. PUBLIC DEFENDERS.

The creation of the office of Public Defender in the more thickly populated counties, such official to defend criminals unable to employ counsel and to represent poor persons in small civil suits.

12. CONTRACTS IN FOREIGN LANGUAGES.

(a) A law, requiring that all contracts involving amounts over fifty dollars, to which an alien of less than three years' residence is a party, be written both in the English language and in the language of the alien.

(b) A translation bureau to be established by the Commission of Immigration and Housing which will furnish translations of contracts at cost.

13. INTERPRETERS, OFFICIAL COURT.

An act placing official interpreters in courts of law under civil service; requiring them to be put under a sufficient bond; and establishing a schedule of fees to be charged by interpreters acting for private persons and not for the state.

14. TITLES OF SEMI-PUBLIC UTILITIES.

Prohibiting the use of such words as "state", "city", "California", etc., in the title of a semi-public utility, when the use of such words might mislead as to the question of ownership and management, and might give the impression that the utility is owned and operated by some department of government.

15. WITNESSES, SUBPOENAING.

An amendment of section 10 of the act creating the Commission of Immigration and Housing giving the Commission power to subpoena witnesses for hearings therein provided for.

APPENDIX B.

Bibliography of Reports Prepared by Investigators of the Commission of Immigration and Housing of California.

NOTE.—Space requirements prevent the inclusion of the complete reports. These are on public file at the San Francisco office of the Commission.

1. The Floating Laborer in California.

A statement of the conditions under which the casual itinerant laborer travels and works, including a summary of the factors forcing workers to take up this life.

2. The Sand Creek Road Situation.

Dealing with conditions on a piece of county contract work in Fresno County, in which many of the evil effects of insanitary camp conditions and an inefficient employment agency system are exemplified.

3. Scenes and Incidents "On the Road."

Detached pictures of vagrant life as seen by an investigator of the Commission in studying the hobo problem.

4. Preliminary Report on Tentative Findings and Conclusions in the Investigation of Seasonal, Migratory and Unskilled Labor in California.

A discussion of the employment agency system, traveling and living conditions among floating laborers, a description of the labor market in certain sections and industries, and a preliminary statistical compilation of labor camp reports, and life histories obtained from floating laborers.

5. Casual Labor in California.

A survey of seasonal and other casual labor by industries and districts, with a description of the land tenure and crop situations in California and their relation to the problem of casual labor. The report includes a discussion of the character of the casual labor force, the extent of organization among these casuals, the unemployment situation, and a description of working conditions in the seasonal industries, with complete statistics of conditions in labor camps inspected by the Commission. Reform measures that have been attempted are briefly dealt with, and suggestions and recommendations for future state and federal remedial action are included.

6. Life-History Statistics.*

A compilation of facts obtained from the biographies of migratory and casual laborers in California.

7. Report on "Kelly's Army."

A brief statement of conditions surrounding the break-up of the army of the unemployed in the winter of 1913-14, with tabulated reasons for the unemployment of certain members of that army.

8. The Berry Picking and Fruit Canning Industries of Sonoma County.

A report on the character of the demand and the supply of labor, and on general working conditions in these industries.

9. The Orange Industry of Central California.

A discussion of labor conditions in the picking and packing of oranges in Tulare County, including a description of the makeup of the labor force and conclusions as to the effect of the seasonal nature of the work on the employees.

10. An Economic Survey of a Sierra Lumber Camp.

A description of the character of the labor force and of working conditions in the camps and mill of a Fresno County lumber company.

*Printed in the Report on Unemployment by the Commission of Immigration and Housing of California.

11. The Alaska Salmon Fishing Industry.

The number and nature of the labor force engaged in salmon fishing and canning, and a description of the system of contract labor prevailing in the industry.

12. The Labor Market in Lumbering and Railroad Construction Work in Mendocino County.

A description of the labor force, working conditions, the character of the demand and supply of labor, and the employment agency situation in the above district.

13. The Employment Agency Situation in California.*

A report on an investigation of the organization of the labor market in California, dealing with the private employment agency system, free municipal and philanthropic agencies, sub-rosa methods of connecting job and man, and labor unions as employment agencies.

14. The Wheatland Hop Field Riot.

A statement of the causes and circumstances pertaining to the riot and killing, of August 3, 1913, in the Wheatland hop fields, with recommendations for a solution of the problems disclosed.

15. The Wheatland Hop Field Riot.

A condensed report on the strike and riot at the Durst Ranch at Wheatland.

16. Sanitary Conditions in the Wheatland Hop Fields in August, 1914.

A survey of camp conditions one year after the riot of 1913.

17. Preliminary Report on the I. W. W. in California.

A tentative report on the strength and character of the organization.

18. The Industrial Workers of the World (I. W. W.) in California.

A report on the strength and influence of the I. W. W. in California in February, 1914, with a consideration of the effects of the Wheatland hop field riot upon the activities and general policy of the organization.

19. Alien Transportation Problems.

A survey of transportation conditions in California in so far as they are related to the immigrant problem, with a description of conditions encountered by the incoming alien at San Francisco.

20. Naturalization of the Alien.

Dealing with the naturalization of immigrants in San Francisco and Alameda counties, and the abuses connected therewith.

21. Relation of the Alien to the Administration of Civil and Criminal Law.

A description of the conditions and a discussion of the abuses arising from the relation of the immigrant to the administration of the law in San Francisco.

22. Southern European Farmers in the Bay Region.

A report on farms of new immigrants in a limited locality in California, with a description of agricultural conditions prevailing among them, and recommendations for reforms.

23. Education and Assimilation of the Alien.

A survey of the problem of immigrant education in the chief cities of California, with recommendations for remedial action.

24. Relation of Foreigners to the Penal Institutions of California.

A report on aliens in Folsom and San Quentin State Prisons, and in the Preston State School of Industry.

25. The Operations of the Northwestern Development Company, in Sonoma County

A report of an investigation disclosing the fraudulent operation of the above named real estate firm in selling worthless or almost worthless land to aliens and others.

26. Tenement House Conditions in San Francisco.

A description of insanitary housing conditions in the Mission district and on Telegraph Hill in San Francisco, and a discussion of the laws and regulations governing housing questions.

27. Hotel and Lodging House Conditions in San Francisco.

A report of a sanitary survey of a number of cheap hotels and lodging houses in San Francisco.

28. Housing Survey of Sacramento.

A report of an investigation of tenement, dwelling and lodging houses in Sacramento, dealing with general housing conditions and disclosing violations of state and municipal regulations.

29. Housing Survey of Sacramento.

Dealing with a later investigation of similar nature.

30. Housing Survey of Fresno.

A description of tenement, dwelling and lodging house conditions and violations of housing regulations in Fresno.

31. Housing Surveys of Bakersfield and Visalia.

A report of a general investigation of housing conditions in these cities.

32. Housing Conditions in Santa Rosa.

A survey of lodging houses with a description of violations of housing regulations.

33. San Diego Immigration and Housing Conditions.

A description of San Diego as an immigrant port; a general housing survey of San Diego.

34. San Pedro Immigration and Housing Conditions.

A description of San Pedro as an immigrant port; a limited housing survey of San Pedro.

35. The Problem of the Survey of a Suburban City.

A survey of the city of Richmond including a report of an investigation of sixty of its hotels and lodging houses, and general deductions regarding the problem of surveying suburban cities.

APPENDIX C.

Act Creating the Commission of Immigration and Housing of California.

CHAPTER 318.

An act relating to immigrants and immigration, creating a commission of immigration and housing, providing for the employment by said commission of a secretary, agents and other employees, authorizing said commission to fix their compensation, prescribing the duties of said commission, providing for the investigation by said commission of all things affecting immigrants, and for the care, protection and welfare of immigrants, and making an appropriation for the purpose of carrying out the provisions hereof.

[Approved June 12, 1913.]

The people of the State of California do enact as follows:

SECTION 1. Within thirty days after this act shall go into effect, the governor of the state shall appoint five suitable persons to act as commissioners of immigration and housing. Said commissioners shall hold office and serve solely at the pleasure of the governor and not otherwise.

SEC. 2. Said commissioners shall serve without compensation, but shall be entitled to receive from the state their actual necessary expenses while traveling on the business of the commission, either within or without the State of California.

SEC. 3. The commission shall be known as the "commission of immigration and housing of California." It shall have a seal for the authentication of its orders and proceedings upon which shall be inscribed the words "commission of immigration and housing—California—seal." Each member of the commission, before entering upon the duties of his office, shall take the oath of office as prescribed by the Political Code for state officers in general, and must execute an official bond in the sum of five thousand dollars. Within thirty days after appointment, the commission shall meet at the state capitol and organize, selecting a president, a vice-president and a secretary. A majority of the commission shall constitute a quorum for the exercise of the powers or authority conferred upon it. Whenever a vacancy occurs in the commission, from any cause whatsoever, such vacancy shall be filled by the governor, as provided in section one for the original creation of the commission. In case of a vacancy, the remaining members shall exercise all the powers and authority of the commission until such vacancy is filled. The commission shall maintain its headquarters and principal office in the city and county of San Francisco, and may establish branch offices at any place or places which in the judgment of the commission may be deemed advisable. The commission may, however, hold sessions at any place other than its offices when the convenience of the commission and the parties interested so requires.

SEC. 4. For the purpose of carrying out the provisions of this act, the said commission is authorized to employ such expert and other employees as it may deem necessary, and upon such terms and for such compensation as it may deem proper. The said commission shall have power to enter into contracts of employment with such persons as it may desire to employ for a definite period of time; but no contract shall be made for more than one year. The employees of the commission shall be entitled to receive from the state their actual necessary expenses while traveling on the business of the commission, either within or without the State of California.

SEC. 5. The commission of immigration and housing shall have the power to make full inquiry, examination and investigation into the condition, welfare and industrial opportunities of all immigrants arriving and being within the state. The

commission shall also gather information as to the agricultural possibilities and opportunities for settlement on land within the state; such information to include soil and agricultural surveys of the arable land within the state and other data relating to the price and productivity of land. The commission shall also have power to collect information with respect to the need and demand for labor by the several agricultural, industrial and other productive activities, including public works, within the state; to gather information with respect to the supply of labor afforded by such immigrants as they shall from time to time arrive or be within the state; to ascertain the occupations for which such immigrants shall be best adapted, and to bring about intercommunication between them and the several activities requiring labor which will best promote their respective needs; to investigate and determine the genuineness of any application for labor that may be received and the treatment accorded to those for whom employment shall be secured; to cooperate with the state employment bureaus, municipal employment bureaus, and with private employment agencies within the state, and also with the employment and immigration bureaus conducted under the authority of the federal government or by the government of any other state, and with public and philanthropic agencies designed to aid in the distribution and employment of immigrants; and to devise and carry out such other suitable methods as will tend to prevent or relieve congestion and obviate unemployment; and to collect and publish, in English or foreign languages, for distribution among immigrants, in, or embarked for, California, such information as is deemed essential to their protection, distribution, education and welfare; and said commission is hereby empowered and authorized to have printed by the state printer any such reports or information, records or proceedings as it may deem necessary or proper; and if for any reason the state printer is not equipped to do any part of said work, then the said commission shall have the right and the authority to have the same done elsewhere upon such terms and conditions as it may deem proper.

SEC. 6. The commission shall cooperate with the proper authorities and organizations, federal, state, county, municipal and private, with the object in view of bringing to the immigrant the best opportunities for acquiring education and citizenship. To that end it shall procure from, or with the consent of, the federal authorities, complete lists giving the names, ages and destination within the state of all immigrant children of school age, and such other facts as will tend to identify them, and shall forthwith deliver copies of such lists to the superintendent of public instruction or the several boards of education and school boards in the respective localities within the state to which said children shall be destined, to aid in the enforcement of the provisions of the education law relative to the compulsory attendance at school of children of school age. The commission shall further cooperate with the superintendent of public instruction and with the several boards of education in the state to ascertain the necessity for and the extent to which instruction should be imparted to immigrants within the state and to devise methods for the proper instruction of adult and minor aliens in the English language and other subjects; and in respect to the duties and rights of citizenship and the fundamental principles of the American system of government; and shall cooperate with the proper authorities and with private agencies to put into operation practical devices for training for citizenship and for encouraging naturalization. It shall be the aim to communicate this instruction to the immigrant as soon after his arrival as is practicable. The commission shall cooperate with the proper authorities to extend this education for both children and adults to labor camps and other localities from which the regular schools are not easily accessible. The commission in cooperation with the proper authorities and organizations shall encourage the establishment of playgrounds and other recreational activities, and also the establishment of settlements and social centers in cities and towns.

SEC. 7. With the object in view of rendering to the immigrant that protection to which they are entitled, the commission of immigration and housing may inspect all labor camps within the state, and may inspect all employment and contract agencies dealing with immigrants or who secure or negotiate contracts for their

employment within the state; may investigate the banking relations that exist between immigrants and laborers; may investigate and inspect institutions established for the temporary shelter and care of immigrants and such philanthropic societies as shall be organized for the purpose of securing employment for or aiding in the distribution of immigrants, and the methods by which they are conducted; and shall investigate housing conditions under which immigrants live, and sanitary and safety conditions under which immigrants are employed; it shall further investigate conditions prevailing at the various places where immigrants are landed within the state and at the several docks, ferries, railway stations, and on trains and boats therein, and shall investigate any and all complaints with respect to frauds, extortion, incompetency and improper practices by notaries public and other public officials; it shall further investigate the relations existing between immigrants and steamship and railway ticket agents, hotel runners, cab men, baggage men, interpreters and pawn brokers; it shall further investigate the dealings carried on between immigrants and real estate firms or corporations; and as the result of any of the above inspections or investigations, if it should find evidences of fraud, crime, extortion, incompetency, improper practices or exploitation, it shall be the duty of the commission of immigration and housing to present to the proper authorities the evidences for action thereon, and shall bring to bear all the authority within its power to see that justice is rendered. The commission shall also encourage the establishment of legal aid societies.

SEC. 8. With the further object in view of bringing to the immigrant the best protection the state can afford, it shall be the duty of the commission to call to the attention of the proper authorities any violations it may discover of the laws pertaining to the payment of wages, to the mode of paying, pertaining to the child labor laws, the employment of women, factory inspection laws, weekly day of rest laws, protection of labor under building laws, protection of labor under public works laws, laws relating to the white slave traffic, and laws of the state and county and municipal health departments; the tenement house laws, and other laws pertaining to housing conditions. The commission shall investigate and study the general economic, housing and social conditions of immigrants within the state, for the purpose of inducing remedial action by the various agencies of the state possessing requisite jurisdiction; and shall generally, in conjunction with existing public and private agencies, consider and devise means to promote the welfare of the state. The members of the commission of immigration and housing or any of their authorized agents shall have the right to enter into tenement houses, buildings and dwelling places for the purpose of inspecting such houses, buildings, and dwelling places to secure compliance with state tenement and building acts and municipal building ordinances and to prevent violation thereof, and shall have the right to examine the records of the various city departments charged with the enforcement of the tenement house law and other building regulations and to secure from them reports and copies of their records at any time.

SEC. 9. The commission shall have the right to demand of all officials, state, county and municipal, and it shall be the duty of said officials to supply, such information and references to records as will enable the commission to carry into effect the provisions and intent of this act; and shall have the right to enter upon private property to make investigation for the purposes of carrying out the provisions of this act. For the purpose of carrying out fully the intent and spirit of this act, the said commission shall have full power and authority to gather any and all such evidence as it may deem proper and necessary in order to present the same to the proper authorities for the purpose of instituting prosecutions against any and all persons, firms or corporations found violating any of the laws of any municipality, county or of the state or of the federal government, concerning any of the matters in this act referred to.

SEC. 10. For the purpose of carrying out to the fullest extent the provisions hereof, the said commission or any member thereof shall have power to hold hearings for the purpose of investigation and inquiry, and for the purpose of reaching an amicable settlement of controversies existing between persons, firms and corpora-

tions mentioned herein; and to this end and purpose, the said commissioners and each of them and such person as may be designated in writing by said commission, are hereby authorized and empowered to administer oaths. No decision shall be deemed to be final until ratified and approved by the said commission and filed in its office.

SEC. 11. For the purposes of this act, the words immigrant and immigration shall refer to any alien who is within the state, either permanently or temporarily domiciled here, or in transit, or passing through the state to a contiguous state or territory; said words shall further refer to any alien who may first have taken up residence in some other state or in one of the federal territorial possessions, and then shall have removed to this state; said words shall further refer to all aliens coming to and being within the State of California. For the purpose of this act, the word alien shall refer to all persons who are not native born or who have not received their final citizenship papers under the naturalization laws of the United States.

SEC. 12. This act shall not be construed to authorize or direct the commission of immigration and housing to induce or encourage immigration into this state or the United States.

SEC. 13. The commission of immigration and housing shall make an annual report to the governor, on the second day of January, of the operation of the commission.

SEC. 14. The sum of fifty thousand dollars is hereby appropriated out of any moneys in the state treasury not otherwise appropriated, for the purpose of carrying out the provisions of this act; and the state controller is hereby authorized and directed to draw warrants upon such sum, from time to time, upon the requisition of said commission, approved by the board of control; and the state treasurer is hereby authorized and directed to pay such warrants.

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ON
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BY

COMMISSION OF IMMIGRATION AND HOUSING
OF CALIFORNIA

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